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THE REPORT OF  
THE ROYAL COMMISSION  
ON  
PUBLIC WELFARE  
1930

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TORONTO:

Printed and Published by the Printer to the King's Most Excellent Majesty  
1930







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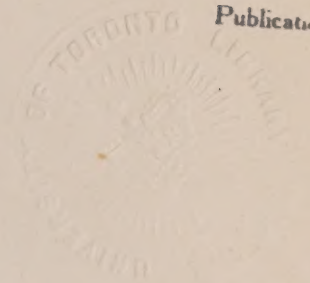
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REPORT

TO THE

LIEUTENANT-GOVERNOR IN COUNCIL

COMMISSIONERS

P. D. Ross  
*Chairman*

D. M. WRIGHT

J. M. McCUTCHEON

*Secretary*

W. G. FRISBY



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# CONTENTS

## SECTION I

### INTRODUCTION

	PAGE
General Introduction.....	5
Preventive Work.....	6
Social Follow-up Work.....	6
Training of Social Workers.....	6
Provision for Occupation.....	7
School Teachers and Social Science.....	7
Segregation.....	8
Inspection of Institutions.....	8
Co-ordination of the Various Charitable and Corrective Agencies.....	8
Sterilization.....	9
Expenditure.....	9

## SECTION II

### THE GENERAL HOSPITALS AND THE SANATORIA

Introduction.....	13
General Hospitals.....	13
Hospitals for Incurables.....	20
The Ontario Division of the Canadian Red Cross.....	21
Private and Municipal Institutions.....	21
The Sanatoria for Consumptives.....	21
Cancer.....	24
Radium.....	26
The Hospital Tax of the Province of Quebec.....	26
Summary.....	26
Departmental Supervision.....	27

## SECTION III

### THE MENTAL HOSPITALS

Introduction.....	31
Hospitals for Mental Disease.....	33
Hospitals and Schools for Mental Deficients.....	41

## SECTION IV

### NORMAL CHILD WELFARE

Children's Aid Shelters.....	51
Children's Aid Tag-day.....	52
Private Maternity Homes and Private Homes for Infants.....	52
Definition of a "Neglected" Child.....	52
Child Need.....	53
Private Institutions.....	60
Infants' Homes, Hospitals and Orphanages.....	61
Summary.....	62

## SECTION V

### HANDICAPPED CHILDREN

Introduction.....	65
General Outline.....	65
Details of Specific Services:—	
Discovery.....	66
Clinical Examination.....	66
Treatment.....	66
Education.....	67
Vocational Training and Employment.....	67

## SECTION VI

### THE HOUSES OF REFUGE

	PAGE
The Houses of Refuge.....	71

## SECTION VII

### THE CORRECTIVE INSTITUTIONS

Introduction.....	75
The System.....	75
A Point of View.....	76
The Courts.....	76
The Jails.....	77
Work and the Jails.....	79
The Reformatories and Industrial Farms.....	80
The Industrial Schools.....	82
The Industrial Refuges.....	85
The Boys' Training School, Bowmanville.....	86
Parole from Industrial Schools.....	86
Recommendations:—	
The Jails.....	87
The Problem of Delinquent Defectives.....	87
Additional Industrial School.....	88
Generally as to Industrial Schools.....	88
Summary.....	89

## SECTION VIII

### GENERAL SURVEY OF INSTITUTIONS—RECOMMENDATIONS—COST

Cost of Institutional Improvement.....	93
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## SECTION IX

### SUGGESTED PUBLIC WELFARE DEPARTMENT

Public Welfare Department.....	107
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SECTION I.

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INTRODUCTION





TO THE HONOURABLE THE LIEUTENANT-GOVERNOR IN COUNCIL:

SIR:—

Under Order-in-Council dated September 10th, 1929, the undersigned were appointed a Commission to investigate and report upon the Public General Hospitals of Ontario, the Private Hospitals, the Public and Private Sanatoria, the Ontario Hospitals for the Insane and Mentally Defective, etc., the Penal and Corrective Institutions, the Jails and Industrial Farms, the Houses of Refuge, the Agencies for the Care of Children, and any cognate subjects.

Your Commissioners beg to report as set forth in the following pages. They have considered it desirable to formulate their conclusions under the following headings, namely:—

- I. Introduction.
- II. The General Hospitals and other Institutions in connection with the Physical Health of the People.
- III. The Mental Hospitals and the provisions for dealing with Mental Defectives.
- IV. Normal Child Welfare.
- V. Handicapped Children.
- VI. Houses of Refuge.
- VII. The Jails and Corrective Institutions.
- VIII. Cost of Recommendations.
- IX. Possible Departmental Organization.



## I.—INTRODUCTION

We desire to express our very grateful appreciation of the great good-will we have met on all sides in our effort to discharge our duty. The most prompt and kindly aid possible has been given by all officers of the Government from whom it was asked. The Heads of the various Hospitals and Public Institutions have given every possible facility to us. Representatives of the many associations in the Province to promote public and private welfare have all shown the utmost desire to assist us, often at cost of much effort to themselves, and undoubtedly, often at considerable inconvenience. The fine spirit everywhere shown in a desire to give generous help in the Province to those of our people who need it, has been a constant inspiration.

In general, we have conceived our proper task to be, not to set forth statistics other than seem necessary to the understanding of recommendations, nor to dwell on moral reflections or minor issues, but to try to indicate important practical steps to promote social welfare. It is taken for granted that the people of the Province are anxious to help their unfortunate brothers and sisters, that they feel that more should be done in that direction than is done at present, and that they simply ask for chief suggestions as to how more can be done.

Further, while we have visited a great many of the public institutions in the Province, also many institutions in adjoining States of the neighbouring Union, we have not conceived it to be our duty, nor indeed possible, to investigate or report much in detail on the internal conditions of such institutions. We think our chief duty is to suggest, as a result of our visits and enquiries, upon what general principles the Province can best proceed with a view to improvement of the whole system.

The work of the Commission embraced conditions which are affected by 56 different existing statutes of the Legislature. The detail to be attended to within the departments of the Government and in inter-departmental relationship is evident from the amount and variety of the Legislation.

Your Commission thinks that the Charitable, Mental, and Corrective Institutions of the Province, as a whole, other than the Jails, are in considerable part as creditable, as regards their condition and management, as their accommodation and equipment permit.

There is, however, bad over-crowding in the majority of the Provincial Institutions. Beyond question, there is great call for additional construction or extensions, also generally for better equipment for utility and occupation. Such needs have been specified in the detailed reports concerning the various branches of social welfare endeavour, which follow.

But there is shortcoming and weakness in Ontario of another kind. Your Commission, as a result of its inquiries, holds that the Province is badly lacking in seven important respects:—

1. Preventive, Social, and Health Work.
2. Social Follow-up Work.
3. Training of Social Workers.
4. Provision for Occupation of Inmates of Provincial and Municipal Institutions.
5. Segregation of Various Classes of Inmates of Institutions.
6. Proper Inspection of the Institutions Maintained or Assisted by the Province.
7. Efficient Co-ordination of the Various Charitable and Corrective Agencies.

Some considerations regarding these seven items may be set forth as follows:—



## 1. PREVENTIVE WORK

Disease or deficiency of any kind, physical or mental, can be either forestalled or mitigated by early warning and action. A great deal of such early warning can be given, and often early action provided for, by outside use of the staffs of the General Hospitals, the Sanatoria and the Mental Hospitals of the Province.

To avoid use of the technical term "clinic," this representation simply means that qualified professional men from the hospitals shall hold periodical sessions somewhere, where the general public can get expert advice conveniently. Very little of this has been done in Ontario. In our Hospital Reports, we have specified what sort of official action might be taken to provide such preventive measures.

Since your Commission began enquiry, action has been taken by the Government towards organization of Mental Health Clinics in connection with the Ontario Hospital Service. A Preliminary Course of Instruction has been held at Orillia for the guidance of social workers.

## 2. SOCIAL FOLLOW-UP WORK

Why put somebody in need of help into some institution, and after a stay there more or less prolonged, turn him or her loose into the world again without a helping hand?

A child becomes a care of a Children's Aid Society for a certain term, either as a ward, or for supervision. Eventually the child ceases to be a ward of the Society, or, perhaps the society's responsibilities become so large that its staff cannot continue supervision of a non-ward child. The child needs further well-qualified advice and aid. Should it not be given?

A child, mentally defective, receives training in an Auxiliary School Class, or in a Vocational School. The child needs well-qualified advice and aid after leaving such training. Can it be given?

A patient in a Sanatorium for tuberculosis improves and goes out. Surely there should be further kindly touch?

A patient in a Mental Hospital improves, and leaves. He or she often needs further kindly attention.

A boy or a girl leaves an Industrial School. He or she goes out into the world sometimes friendless, and always certain to be the better of kindly attention.

A prisoner is released on parole. Attention from some decent person will help him.

For all such work there should be a corps of trained social workers in Ontario. There is practically no such thing. This work cannot be done by anyone who has merely the inclination and goodwill to do such work. It requires, in addition, special training and experience.

The Province and the people do a great deal of fine work to check crime and to help the unfortunate. Then we break the work off just when we may have got to the best point to make it effective. There should be, at each University in the Province, a school to train social workers. An essential feature of Government operation should be to promote the availability of such aid. Why work to get people up out of mire and then, after we have dragged them out, turn them loose regardless, to fall in again?

## 3. TRAINING OF SOCIAL WORKERS

Great need of provision of trained social workers exists. A couple of hundred could be given positions almost at once, even under existing conditions in Ontario. Several hundred more would be needed within the next few years if the recommendations of your Commission, with regard to the

various institutions and social agencies of the Province, should be carried out. Miss Charlotte Whitton, Executive Secretary of the Canadian Council on Child Welfare, pointed out the need of the situation in a report presented to the Second Canadian Conference on Social Work, which met in Toronto at the beginning of May:—

“Within the last twelve months,” Miss Whitton stated, “the offices of the Canadian Council on Child and Family Welfare have tried desperately to locate 37 workers at salaries proportionate to the work involved and ranging from \$1,500 to \$4,500. Only 15 workers could be obtained; and in seven different parts of the country, at this very date, developments of a fine and constructive nature, with splendid boards and keen public support behind them, are absolutely doomed unless workers can be found immediately to staff them.”

One agency existing in Ontario to provide trained social workers is the Social Science Department of the University of Toronto. The University of Western Ontario, London, has also established a Social Science Summer Course, which should be encouraged.

The Social Science Department of the University of Toronto gives a course of two years, partly academic, partly practical, with the co-operation of Toronto charities. Two hundred students have passed through since the establishment sixteen years ago. The department is quite unable to supply the calls made upon it for graduates or workers, partly because the students are few. This again is due to the fact that the department is cramped in operation and insufficiently staffed and advertised. We regard it to be of great importance that the University should place this department upon a strong and liberal basis, and enable a wide publicity; and urge the Government to co-operate vigorously with the University in this regard, in establishing a four-year course in Social Science and in making provision for post-graduate work in Social Science, also in encouraging Social Science Courses in the other Universities.

The work of a trained social worker is a fine and honourable thing, of much importance to every good purpose in the community. It should afford a paying career to hundreds of persons giving community service which is very much needed.

#### *School Teachers and Social Science*

Realizing the splendid work of the Provincial Department of Education, we feel much hesitation in offering any suggestion to the Department.

As, however, the schools are so great a part of the social life, and the 20,000 teachers in the day and night schools of Ontario are so great a force, we may be pardoned for venturing to say that perhaps to promote among teachers an interest in, and an aim to help in social needs, there might be established for teachers short special Summer Courses in Social Science at the Universities, in connection with Social Science Faculties. Diplomas from such courses would be sought by teachers if a small Government grant to help meet the expenses of attending the courses, were given to teachers gaining such diplomas.

#### 4. PROVISION FOR OCCUPATION OF INMATES OF PROVINCIAL AND MUNICIPAL INSTITUTIONS

A vast amount of idleness exists in the Jails and Mental Hospitals of the Province. It is a most distressing and deplorable thing. In these institutions are seen thousands of able-bodied persons who are idle to their own detriment and the detriment of everybody else. Often this is not the

fault of the management of the institutions, but due rather to (1) the lack of room for work, (2) the lack of equipment for work, and (3) fear of offending labour or capital by producing institutional goods. We urge that it should be considered an essential for all institutions which receive Provincial aid, that they shall have room and equipment for work.

Work given in the hospitals or corrective institutions should not, of course, be of a kind to compete with outside labour if that can be helped. But probably, with proper co-ordination, all goods or products, which could be supplied from work in connection with public institutions, could be used among Provincial and Municipal institutions.

With idle men in them, jails or corrective institutions of any kind simply become sources of new law-breaking.

##### 5. SEGREGATION OF VARIOUS CLASSES OF INMATES OF INSTITUTIONS

In the Jails of the Province, thousands of offenders against law are found every year for short, and sometimes for long periods, with little discrimination possible in accommodation or treatment. Old or young, sane or defective, first offender or hardened criminal, healthy person or diseased person—they, in most of our Jails, are certain to spend a good deal of time mixed up. Even the further Corrective Institutions, the Reformatories and Industrial Schools and Farms, in some cases quite good institutions otherwise, have in hardly any case proper facilities for differentiating among offenders. In most cases the inmates sleep in large dormitories, generally grossly overcrowded. Detailed reference is made to these conditions in the Report dealing with the Jails and Corrective Institutions.

There should be immediate and drastic effort made to mitigate this evil which every year affects, in the Jails and Reformatories in Ontario, about twenty-five thousand offenders against laws.

##### 6. PROPER INSPECTION OF THE INSTITUTIONS MAINTAINED OR ASSISTED BY THE PROVINCE

One Provincial Officer has the duty of inspection of all the Hospitals, Charitable, and Corrective Institutions of the Province. There are nearly 400 such institutions, including the private hospitals. The Provincial Inspector has two assistants. Obviously, the inspection can not be effective. Inspection should mean frequent, careful and more or less prolonged visits to each institution. The Provincial Inspector and his two assistant inspectors are not only expected to visit four hundred institutions efficiently each year, but by Statute the Provincial Inspector is made referee and judge where differences arise as regards the operation of some of the institutions; also he has to compile elaborate annual reports and statistics. The Provincial Inspector is recognized to be a conscientious and hard-working officer, but certainly it is impossible with the present establishment to really inspect. Probably many of the difficulties and shortcomings of some of the institutions which are maintained or assisted by the Province would be minimized if the Provincial Inspection Department had the time or staff or means to begin to go thoroughly into the status and operation of the institutions and to make corresponding recommendations.

##### 7. EFFICIENT CO-ORDINATION OF THE VARIOUS CHARITABLE AND CORRECTIVE AGENCIES

Among the numerous institutions of the Province, corrective and charitable alike, there is little effort at a co-ordination which would try to make the best disposition of each individual case.

As regards the Corrective Institutions particularly, there is an unas-



sorted, unstandardized, unstudied system of commitment, transfer and admission, which results in an overflow of delinquent population in these institutions, consisting of a mixture of normal, mentally deficient, light and very grave offenders, and unplaceables.

A specific Branch of a Government Department should supervise this matter.

#### STERILIZATION

There is another subject which deserves attention.

Elaborate statistics in the case of Ontario, as of all civilized communities, indicate that a great part of crime and prostitution is due to heredity or to mental deficiency; and consequently probably the greatest part of human misery. Inevitably a question arises why an immoral defective or an immoral criminal should be free to propagate more defectives or more criminals, thus promoting the burden of misery with which the community endeavours to cope. Your Commission recommends that some endeavour be made by legislation to lessen the amount of evil which is certainly promoted by unchecked sexual freedom of criminals or defectives who have a record of immorality. The medical process known as Sterilization or Asexualization does not destroy sexual desire, nor to a certain degree sexual power, but it does prevent procreation. Your Commission holds that the Legislature should take action parallel to that which has already been taken in this regard by other States and Provinces on this Continent. In the State of California where six thousand operations have taken place under a law of this kind, no objections to it are reported. The Province of Alberta has a law for a similar purpose, under which a number of operations has taken place.

#### EXPENDITURE

The recommendations which we have ventured to present in this Report suggest considerable capital expenditure by the Province. A summary of this feature will be given at the conclusion of the various recommendations. Doubtless there will be thought that the suggested expenditure is over-large. Your Commission, of course, has only the duty of suggesting what it thinks might reasonably be done to improve present conditions. It is hoped the detailed reasons presented will be a sufficient justification for what is suggested.

It is to be remembered that every inmate of an institution or a jail costs the Province money; that every boy or girl who might be helped, but who goes wrong, is likely to be a life-long expense to the community; that every offender against law, who can be reformed early in life, means a great saving in public money; that every mental defective who can be trained becomes a public economy; that every institution or jail which is equipped and managed so as to promote occupation becomes thereby less of a possible evil, and eventually saves money to the public.

And finally, a great part of what is advised is advised as a work of mercy.

Alike of all those who go wrong in the world, who become offenders against law; and of all others who need help bodily or mentally, probably 90 out of 100 are unfortunates who were doomed more or less by the conditions of their birth. They are people who hardly had a chance. The rest of us should strain to help them.

It should be noted that the recommendations made with regard to Provincial expenditure are not at all based on problematical or possible future needs. They are based on need which exists now,—which indeed has existed for some time past. The usual public tendency in regard to such needs is to wait until they become grave evils. This is a poor course of

procedure. In various States of the adjoining Union, Commissions in charge of State work make an annual calculation what the probable future demand, year by year, will be for accommodation in the State Institutions, in proportion to the rate of increase in population; and the Legislature is asked to make provision in advance for what is shown to be certain to be necessary. If a Department of Public Welfare should be organized in Ontario, a similar course should be adopted, apart altogether from the matter of appropriations for current operations.

#### APPENDICES

Appendices to this Report, giving full details of all the considerations on which we base our recommendations, have been placed in the possession of the Government. It is not considered necessary to print them as a part of this Report.

SECTION II.

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THE  
GENERAL HOSPITALS  
AND  
SANATORIA





## II.—THE GENERAL HOSPITALS AND THE SANATORIA

Your Commission begs to make in the following pages recommendations on the subject of the public hospitals, namely, the 113 Public General Hospitals, the 10 Sanatoria for Consumptives, the 19 Red Cross Outpost Hospitals, the 6 Hospitals for Incurables. These institutions, dealing with the general physical health of the community, seem to constitute a distinct section of the responsibility entrusted to the Commission.

We have conferred with official representatives of all the organizations interested in the hospitals; with many representatives of individual institutions, and with the officers of the Government concerned with the various institutions; have secured special statements from hospitals of various classes with complete financial statements from some of the largest hospitals; have visited some of the largest hospitals; and have had interviews with many Hospital Superintendents.

Among the organizations, etc., making formal representation were the following,—all of whose views are available in the Appendices to which reference has been made:

- The Ontario Hospital Association.
- The Representatives of all the Ontario Sanatoria.
- The National Sanatorium Association.
- The Ontario Dental Association.
- The Ontario Division of the Canadian Red Cross Society.
- The Canadian Tuberculosis Association.
- The Ontario Hospital Inspector.

The matters, which we think would benefit by attention, follow:—

### 1. THE GENERAL HOSPITALS

The Public General Hospitals have five main sources of maintenance:

1. A Provincial grant of 60 cents a day for each non-pay patient.
2. A Municipal grant of \$1.75 a day for each non-pay patient.
3. Payments by private patients.
4. Private subscriptions or donations.
5. Extra Municipal aid, sometimes towards deficits.

### *Hospital Cost*

Statistics given in the Hospital Inspector's Report of 1929 give the total expenditure of the Public General Hospitals as \$10,140,782.42. This does not include any charges for Sinking Fund, Depreciation or Reserve for Bad and Doubtful Debts.

The total receipts, including Government and Municipal grants and Municipal payments toward deficits, but not including subscriptions, donations, etc., are \$9,493,544.85.

Thus there is a deficit on operation of the General Hospitals of \$647,237.57, apart from interest, depreciation, etc.

If Depreciation and Reserve for Bad and Doubtful Debts were included, the deficit would be increased by probably \$1,000,000.

### *(a) Non-pay Patients*

First, with regard to non-pay patients.

The principle that "public" alias non-pay patients in the General Hospitals should be a complete charge on public funds should, we think, be frankly and fully recognized and adopted.

This principle is already somewhat generally in force in Ontario more or less indirectly. The present statutory condition is that in the case of any general hospital, the Government of the Province shall make a payment of 60 cents per head per day towards the support of non-pay patients, while the municipalities make a payment of \$1.75 per head per day. In other words, towards a charge of \$2.35 per head per day for non-pay patients in the hospitals, the Government contributes about one-fourth, the Municipalities three-fourths.

This figure of \$2.35 per day probably does not meet the cost of non-pay patients in many of the hospitals. In such cases the hospitals must meet any extra cost from other sources. What are these?

One is private subscription, a good thing. A second is a bad thing; namely, that the hospital is likely to charge pay-patients more than cost in order to make up the deficit on non-pay patients. The third resource is to fall back on some municipality to make up a deficit. Where the hospital is identified chiefly with some particular municipality, this is usually cheerfully done, which illustrates that our people are willing to accept the view that a hospital is a fair charge on public funds; but it is not a fair solution in any one municipality inasmuch as a hospital may be taking care of non-pay patients from other municipalities.

The present condition, therefore, is that while the General Hospitals are carried along to some extent by public money, the status is unfair to pay-patients who almost certainly have to pay more than they should; and the condition is distressing to the Hospital Boards, which can never be certain how or where their needs are to be met, or how far they dare go in any particular direction to meet public need. The only good feature of the present situation is that there is an incentive to appeal for private subscriptions. But these are becoming limited as the principle of public support grows. In any case, these can be appealed for to lessen the burden of the great middle class of small wage earners, who, as a result of limited means, are forced to accept such service as the hospitals can furnish in public or semi-private wards of the hospitals, and to provide the necessary funds to finance additions and extra equipment.

We think, therefore, that the non-pay patients in General Hospitals should be accepted completely as a public charge. This should relieve the Hospital Board of financial pressure; should tend to improve all hospitals, and should lessen hospital cost to pay-patients.

We recommend that legislation provide that the cost of non-pay patients in General Hospitals be met fully by public money on the basis of one-fourth by the Government and three-fourths by the Municipalities from which the patients come, which is about the present proportion.

To put this principle in force would require time. Let us see why.

#### (b) *Need of Accounting*

We have, unfortunately, not been able to secure any reliable figures as to the average cost of non-pay patients in the hospitals throughout the Province.

The average cost per head of all patients (pay and non-pay) varies greatly in the hospitals. Some hospitals show a cost more than double that of others. Very few hospitals seem able to state exactly what the cost per head of non-pay patients is, as distinct from pay patients.

For example, a few of the hospitals report a cost per head per day (inclusive of all patients) of a lower amount than the combined provincial and municipal grants of \$2.35 per head for non-pay patients alone. On the other hand, the Toronto General Hospital, for instance, shows a cost of \$4.23 per head for all patients, which indicates a much higher cost than



\$2.35 for non-pay patients. Again, the Lady Minto Hospital, Cochrane, reports a cost per head per day for all patients as only \$1.85. But the Metropolitan General Hospital, Walkerville, reports a cost of \$6.41 per head per day.

And in short, in the returns of the 113 General Hospitals, there are no two figures alike.

Obviously there is absolute need of a standard system of accounting in the hospitals if any common sense is to prevail in public grants. Under present conditions we do not see how to make any suggestion as regards increase or decrease of the present arbitrary rates of public grants in connection with non-pay patients. It seems that instead of any arbitrary general rate the principle should be adopted, as we have suggested, that for each individual hospital the cost in that particular hospital of its non-pay patients should be met by public grants on the basis of one-fourth of the cost from the Government of the Province and three-fourths from the Municipalities from which the patients come.

The Commission recommends that a standard system of bookkeeping and accounting be made compulsory in the hospitals.

This standard hospital accounting should provide for specific information regarding the cost of non-pay patients.

The cost as estimated, however, should not be limited to the mere direct cost of maintenance in the way of food, medicine and nursing in the public wards. It should take into account a proper proportion of the hospital overhead charges, including a proportion of the cost of interest, if any, of repairs and replacements, and of X-ray and other special hospital services.

To put this principle into effect there should be a strict audit of the hospital books and balance sheet, not by auditors appointed or selected by the hospital, but by auditors selected by the Government or by the Municipality in which the hospital is situate. Also the auditors should not be limited to the checking of accounts but should examine, as far as possible, into the nature and desirability of all expenditure, and should disallow any that seems excessive or undesirable.

If a system of this nature were adopted, public grants to hospitals would vary in almost all cases. But each hospital would get justice. So would the Province and the Municipality.

### (c) *Pay Patients*

No grant is paid by the Government or the Municipality for pay patients, except by the Government to new hospitals for the first ten years of the hospitals' existence. Some other Provinces do make a grant to hospitals for pay patients, for the duration of their residence in hospital, in addition to that for non-pay patients. We do not find that charges in the General Hospitals of Ontario are high in comparison with charges in other Provinces or countries. Nevertheless, they undoubtedly often constitute a very grave trial to citizens who may be compelled by circumstances to use the hospital and will not enter the public wards. And beyond doubt, where a hospital is cramped financially there is a temptation to make the charges to the pay patients higher than cost in order to meet part of the cost of the non-pay patients, or to contribute towards the cost of special equipment for diagnosis. Illness calling for hospital treatment is liable to be a desperate blow to the average citizen and his family of moderate means, members of the great middle class of our self-respecting people. To these the idea of using charity is repugnant. Also, for any for whom we care, especially in case of illness, all of us want to do the best we can.

Consequently when need for hospital service comes, many people, even of limited means, hesitate to use the public wards of a hospital. Yet the charge for treatment in the private or semi-private ward of a hospital may

hit terribly hard. This is perhaps not the fault of the hospital. But there does seem an almost ruinous gap between splendid service provided free for non-pay patients in the public ward of a hospital, and service no better costing \$4.00 or \$5.00 a day or more in the private wards.

We recommend, however, that no public grant of any description should be made to any General Hospital which does not provide ample public ward accommodation for non-pay patients.

#### (d) *Hospital Wards*

If the suggestions regarding public grants are accepted, your Commission recommends:—

1. That Hospitals be asked to furnish four types of Hospital accommodation:

- I. Public Wards.
- II. Semi-public Wards.
- III. Semi-private Wards.
- IV. Private Wards.

2. That Public Wards be reserved for the use of non-pay patients only.

3. That Semi-public Wards be reserved for patients of limited means, desiring to pay their way, and at a cost not exceeding the cost per day which a hospital charges for a public ward patient; and which cost shall include all charges for special treatment or so-called extras.

4. That Semi-private Wards be reserved for patients, not prepared to pay the cost of Private Wards, but willing to pay a rate not exceeding one dollar (\$1.00) a day in excess of the charges for Semi-public Ward treatment.

5. That in the event of patients applying for hospital accommodation in Public, Semi-public or Semi-private Wards, and the accommodation in such wards being fully occupied, the hospital should furnish, at the same rate, equal or superior accommodation in another section, or in other sections of the hospital.

6. That Private Wards be available for patients of means at a range of rates suitable to the demands of the community.

7. That Hospitals be asked to furnish, if desired, special graduate or trained nurses for patients in classes 2 and 3 at the rate at which the hospitals pay for permanent staff nurses.

8. That Hospitals be prepared to furnish, on a group basis, graduate nurses for patients in Classes 2 and 3 when they are desirous of sharing the services of such nurses.

#### (e) *Public Grants*

As previously stated, expenditure for the year ending September 30th, 1929, amounted to \$10,140,782.42. Most of this came from pay patients. The Ontario Government grants, as shown in the report of 1929, amounted to \$932,088. The Municipal grants for patients' maintenance and treatment came to \$1,565,942.81. These figures are given to show that the General Hospitals subsist for by far the greater part upon pay patients. The public aid is for the benefit of the poorer people of the Province.

#### (f) *Residence*

A general grievance with many of the hospitals is the difficulty in some cases of identifying the previous residence of a non-pay patient and therefore of making collection from some municipality or other, of the municipal per diem liability for that patient. The Commission recommends that if the



present Ontario Hospital Act is to be continued, it should be amended to the following effect:

1. When an indigent person, who has been resident in a county in Ontario, is admitted to any hospital receiving aid under this Act, the Corporation of the County, City or Separated Town in which he is resident at the time of his admission, shall be liable to pay to the Trustees or Governing Body of the Hospital the charges for his treatment not exceeding \$1.75 per day (or whatever figure is specified in the Act) and in the case of his death, his burial expenses not exceeding \$15.00.

2. When an indigent person who has been a resident in any part of the Province of Ontario, not organized as a County, is admitted to a hospital receiving aid under this Act, the Corporation of the City, Town, Village, Township or other organized municipality in which he is resident at the time of his admission, shall be liable to pay to the Trustees or Governing Body of the Hospital, the charges for his treatment not exceeding \$1.75 per day (or whatever figure is specified in the Act) and in the case of his death, his burial expenses not exceeding \$15.00.

3. When a patient who has been living in a portion of Ontario in which there is no municipal organization or who has not established residence as defined in this Act in any organized municipality, is admitted to a hospital receiving aid under this Act, the Treasurer of the Province of Ontario shall pay to the Trustees or Governing Body of the Hospital, the charges for his treatment not exceeding \$1.75 per day (or whatever sum is specified in the Act) in addition to the allowance per day made in the case of all indigent patients residing in the Province of Ontario, and in the case of his death his burial expenses not exceeding \$15.00. (See note below.)

4. In the case of indigents for whose maintenance no provision is already made under Clauses 1, 2 and 3, they shall be dealt with as in Clause 3.

5. When an indigent person who has not been actually resident in one municipality for the period of three months within the six months next prior to the admission to the hospital, but who has been actually resident in more than one municipality in the Province of Ontario during the said period of six months, is admitted to any hospital receiving aid under this Act, the municipality in which the patient has been chiefly resident shall be responsible and if any question arises as to this, the Department shall decide, and it shall have power to decide that the responsibility attaches to any single municipality, or to divide the responsibility among municipalities.

(In the case of a patient admitted under Clause 2, if the organized municipality feels that the payment of the stipulated charges for maintenance is a hardship or an undue burden, the organized municipality may make representations to this effect to the Department of the Government which has control of such matters, which shall decide whether such patient is to be dealt with as provided in Clause 2 or as provided in Clause 3.)

The Commission recommends also that Section 21 of The Hospitals and Charitable Institutions Act be amended by adding thereto the following subsection:

In the computation of time under subsection 3 the time during which the person was an inmate of a correctional or charitable institution or any home or institution for custodial or other care, supervision or maintenance, shall not be counted.

#### (g) *Nursing*

One cause of heavy expense for pay patients in the private and semi-private wards of hospitals is the cost of special nursing. Naturally, in case of serious illness, the patient or the family desires the best possible care, which often calls for a special graduate nurse. In this case, the nurse's charge is \$6.00 a day in Toronto and usually not less than \$5.00 elsewhere. There is evidence of possibly not altogether necessary hardship in this. The problem is a difficult one. The graduate nurses fully deserve such pay as is indicated; yet an anomaly seems to exist in the fact that during a couple of months a private patient in a hospital may have to pay several hundred dollars for a nurse, a charge possibly in excess of all other hospital and medical charges put together. This is not the fault of either nurse or hospital. If the patient or the family is determined to have some particular graduate nurse, there is, of course, nothing to be done. But if a patient simply wants exclusive service of a graduate nurse, not necessarily of his own selection, ought not the hospital be able to supply it at a reasonable cost? For the Public Wards, that is for the non-pay patients, the hospital has graduate nurses who are engaged on salary by the hospital at a far less cost than \$5.00 or \$6.00 a day. Some system should be aimed at whereby a hospital



might be able to supply such nurses on a similar salary basis to private patients if desired by them.

Pure hospital charges—that is, housing, food, and hospital medical attention—are frequently the smallest item in the patients' costs. Surgical, private medical and nursing fees often exceed the former items, especially if the illness be serious or prolonged. These fees are not within the regulation of the hospital. The whole situation thus created is a serious and complicated one. It has been solved to some extent by the development of special services under hospital control for non-pay patients. We recommend that the whole problem should be the subject of conference and recommendation from a group representative of the Ontario Hospital Association, the Ontario Medical Association, the Ontario Registered Nurses' Association, the Hospitals' Inspection Branch of the Government, and two representatives (a man and a woman) of the general public—all convened by the Government.

#### (h) *Dentistry*

One shortcoming in many of the hospitals of the Province seems to be a deficiency in good dental service. Oral Hygiene, namely, proper care of the mouth and teeth, is admitted to be of great importance. Beyond doubt this is recognized by the medical profession, but the hospitals in this regard are not up to the standard they have attained in most matters. The reason is plain that the hospitals, most of them cramped financially, have been compelled to proceed slowly in regard to expenditure. If the recommendations your Commission makes with regard to financial support of the hospitals be adopted, there should be no further shortcoming in the matter of dental service.

In any case, the Commission recommends that a conference of the Director of Dentistry, the Ontario Hospital Association, the Ontario Dental Association and the Inspection Branch of the Government be called by the Minister to discuss the matter.

#### (i) *Traffic Accidents*

A motor smash takes place and a victim is brought to a hospital. He is attended to. After a short or long period he leaves and he doesn't pay. He says that the other fellow who hit him should pay. The representatives of the hospitals state that this is causing frequent trouble.

The Commission recommends that in a hospital charge in a case like this, in addition to the ordinary recourse to collect the debt, there shall be a statutory lien in favour of the hospital upon any damages that may be recovered by the patient, and upon any accident insurance existing in connection with his car or with himself.

#### (j) *Miscellaneous*

No grant is made at present in the case of a baby born to a patient in hospital. In such cases it is recommended that the grants payable for an adult be allowed by both the Government and the Municipality. We think this important because at present maternity costs in the hospitals are high.

The full public grant payable in the case of a non-pay patient in a hospital applies at present for only 120 days. We recommend that a hospital be allowed to make representation to the Department if a case seems to require further treatment, and that on its recommendation the full grant be continued for a further period. We particularly urge this in the case of the Toronto Hospital for Sick Children, and in the case of any similar institution.

Insane persons are at present occasionally imposed upon the hospitals. They should not be. But no complete escape from this is possible until more accommodation for the insane is provided in the Province.

Under existing legislation the townships, towns and incorporated villages in the Judicial Districts in the northern part of the Province are free from liability with respect to the hospital care of non-pay patients. As a result, many of the hospitals in the north are faced with deficits. It is, therefore, recommended that where no county organization exists, the charge for the hospital care of non-pay patients should be against any organized municipality that may exist, and that legislation be enacted accordingly.

Provision should be made under the Workmen's Compensation Act requiring Schedule 2 employers to pay the hospitals for the care of their injured employees at the rate paid by the Workmen's Compensation Board with respect to the hospital service for cases under Schedule 1 of the Act. In no case, in any event, should the hospital care of employees under the Workmen's Compensation Act make a claim on the Provincial Grant.

#### (k) *New Hospitals*

We are informed that for the best economical and administrative operation a general hospital should contain at least 100 beds, but not more than 500. With less than 100 beds the overhead cost will be disproportionately high, or per contra the equipment will be inferior. A hospital with less than 100 beds cannot afford the special equipment which is necessary to the best hospital service. As regards the lesser sizes, we recommend that no further charters or Government aid be given to any new hospital planned for less than 100 beds, except to Red Cross Outposts in sparsely settled parts of the Province, or other similar institutions under special auspices, to be operated under conditions and regulations approved by the Government.

The report of the Hospital Inspector for 1929 states that the General Hospitals have accommodation for 10,333 beds and for 1,421 nursery cots, while the number of patients in residence on September 30th, 1929, was only 7,285. There is more pressure during the winter months. Apparently no need exists for further General Hospital accommodation in the Province except in the largest city hospitals.

#### (l) *X-Ray Charges*

Financial statements which have been received from some of the hospitals show that the charges made for X-ray treatment are much higher than the cost calls for. This should not be. We recommend that auditors of hospital accounts report specifically if the accounts show profits made from any particular department of hospital service, and that in the case of any hospital where a profit unduly large seems made from a particular service, the Government grant to the hospital be withdrawn until the condition is remedied.

#### (m) *Social Service in the Hospitals*

In the case of the General Hospitals, as in the case of all public institutions, it is necessary to remember that the service given to the individual by the actual care, which he needs, is not an end in itself, but only a means to the greater end. The fundamental objective, both on economic and humanitarian grounds, should be to restore the citizen to working efficiency in the community as soon as possible.

A hospital may give the finest type of service and restore a patient to a condition of convalescence, but if the patient has neither the intelligence nor the economic capacity to follow up this treatment by wise living during

the period of convalescence, nor those contacts in the community to assure his replacement in its economic structure, he may rapidly become sick again and have to return to hospital, or at least he may be dragging himself around only half effective as a worker in the community.

To this end, we strongly urge the desirability of every hospital equipping itself individually, or through definite co-operative working arrangements with other hospitals, or the regular social services of its community, to operate a hospital social service department to help patients and ex-patients.

#### (n) *Hospitalization of Dependent Children*

The widespread development of the placing of dependent children in private family homes has given rise to difficult problems affecting Municipal liability for their hospitalization services. This subject is dealt with elsewhere in this Report.

#### (o) *Convalescent Costs*

One of the chief causes of expensive hospitalization for the individual and of ever-increasing building programmes for the hospitals is the absence of provision for convalescent care, other than that provided within the hospitals themselves. It is a reasonable conjecture that anywhere from 10 per cent. to 25 per cent. of the beds of the average hospital throughout the Province will be found to be occupied by patients requiring care during convalescence. This care could be as effectively and much more economically given in convalescent units, in which all the heavy costs of modern hospital equipment and administration would not enter as an overhead charge, and in which nursing and like elements of cost would be much less.

It is therefore recommended that in every large centre, where there are several hospital units, an effort should be made to develop a co-operative convalescent unit; and that in centres served by one hospital only, and in the erection of new hospitals in these centres, plans be definitely made for simple convalescent care.

It is further recommended that, in view of the very definite relationship of this to hospitalization needs and costs, and its direct effect in reducing both capital and maintenance expenditure in this field, similar arrangements be made in reference to public financial assistance as are recommended for the General Hospitals but for a limited period, say two months.

## 2. THE HOSPITALS FOR INCURABLES

Six Hospitals for Incurables exist in the Province. The returns furnished to the Government show no two figures alike in reference to the cost per patient per day. One, Toronto, shows a cost of \$2.81. All the other Hospitals for Incurables show a cost per patient per day under \$2.00. The Commission thinks the same principle and rate of public grants should apply to the Hospitals for Incurables as to the General Hospitals.

The Inspector of Hospitals reports that "there are a large number of inmates in the Hospitals for Incurables who could very well be cared for in Refuges," while there are, outside hospitals, many incurables in need of accommodation.

We recommend that for every resident of a Hospital for Incurables a certificate be required, signed by the Superintendent and by a medical man, that the patient is suffering from an incurable disease which requires medical attention, and which prevents him or her from any possibility of earning a livelihood. A Hospital for Incurables should be entitled to refuse patients of any other class.

It is strongly represented to the Commission that Hospitals for Incurables should not be obliged to accept persons suffering from cancer.



### 3. THE ONTARIO DIVISION OF THE CANADIAN RED CROSS

The needs of Northern Ontario are:—

1. Adequate Hospitalization and
2. Public Health Service.

These are provided in the communities served by the Red Cross Outpost Hospitals and by the Nursing Service operating within the hospitals and in the community. Any other outpost services, such as those referred to under the heading "New Hospitals," would deserve the same support as Red Cross Outposts.

The Outpost Hospitals are small and the per diem average expense is necessarily high. The central administration has a central purchasing agency. This tends to regulate costs. The nurses are graduates.

The Commission recommends:—

1. That the Government pay toward the maintenance of Outpost Hospital Service on the same basis as to General Hospitals; and that the accounts of Outpost Hospitals be subject to Government audit.

2. That the extension of Outpost Hospital Service be subject to the approval of the Government, and that the continuation of the grant be contingent upon the recommendation of the Department which has control of such service.

3. That the Government consider the advisability of financial assistance toward meeting a portion of the capital expenditure incurred in the extension of Outpost Hospitals and Nursing Services in Northern Ontario.

### 4. PRIVATE AND MUNICIPAL INSTITUTIONS

Ontario has over 70 Private Hospitals of one kind or another. The legislation applying to such institutions is excellent and wide. We are satisfied that if the legislation is properly observed, no need exists for other concern. But, as stated in the general introduction to our report, no sufficient inspection exists at present, a condition which should be remedied.

Especially should much more effective provincial control be exercised over Private Hospitals admitting maternity and infant cases to care, whether these units are operated commercially or by private philanthropic groups. Particularly should this control be vigorous in respect to such institutions admitting unmarried mothers to care. In these instances the control should include powers to require the handling of such cases in accordance with the principles and practices of the Child Welfare Division of the Government.

Similar remarks as to inspection apply to the large number of city and county refuges in the Province and to the orphanages. Good inspection is needed. All of them are more or less cramped for means. Only a thorough inspection system could maintain a supervision which would enable intelligent decision as to how far any institution needs special help.

### 5. THE SANATORIA FOR CONSUMPTIVES

There are ten Sanatoria in Ontario receiving Provincial aid.

The needs of the Sanatoria, alias the Hospitals for Consumptives, are largely akin to the needs of the General Hospitals but deserve special consideration in four respects:—

1. While the Sanatoria are conducted less expensively than the General Hospitals, namely, at a less cost per patient, their need of assistance does not seem less. This is due to the fact that they have a smaller proportion of pay patients. One-third of the patients in General Hospitals are pay patients, who supply two-thirds of the whole cost of maintenance. The Sanatoria have

few patients who pay. The returns furnished to the Commission are that these contribute, all told, only one-fifth the cost of maintenance of the Sanatoria. In the General Hospitals, the pay patients supply three-fourths of the cost.

2. The Sanatoria can and should be utilized and equipped to do outside work to prevent and relieve tuberculosis.

3. The Sanatoria need special aid as regards capital expenditure in new construction.

4. The General Hospitals are places where people suffering chiefly from non-infectious ailments go to be cured. Whether or not a person suffering from non-infectious illness or from injury goes to the hospital to be aided is not vital to the rest of the community. The case is deeper with a person suffering from, or suspected of tuberculosis. The safety of all other people in the community is concerned.

#### *(a) Maintenance of Sanatoria*

The present assistance given by public money to the Sanatoria amounts to \$2.25 per day per non-pay patient. The Provincial grant is 75 cents per head; the municipal liability is \$1.50 per head. The average cost of all patients in the Sanatoria per head per day is given as \$2.24 in the 1929 Report. Figures presented by some of the Sanatoria themselves covering a period of years give a different picture. A statement presented by the National Sanatorium Association, dated November 21st, 1929, says, "During the past five years, our organization has a record of 1,091,949 patients' days with a maintenance expenditure of \$3,099,023, showing an average cost of \$2.83 per patient per day."

As in the case of the General Hospitals, it is impossible for the Commission to arrive at present at any reliable figure as to the average cost per head per day of non-pay patients in the Sanatoria.

There should be a uniform system of accounting.

We are of opinion, however, that the same principle of maintenance should be admitted in the case of Sanatoria as in the case of General Hospitals, namely, that public money should bear the entire cost of non-pay patients, whatever it is. Members of the Ontario Sanatoria executives were not unanimous about this. All were agreed that increases in the present grants were necessary for effective work; but a minority argued that to leave some need for private subscriptions was desirable in order to promote attention by the general public to the work of the Sanatoria, or, in other words, to maintain an educational factor as regards public sentiment. We prefer to take the view that, as far as the internal needs of Sanatoria are concerned, the principle of complete support by public money of non-pay patients should be adopted. We think the Sanatoria can maintain an educational influence by appealing for private support for equipment and outdoor service. Later reference will be made to this.

The Commission recommends, therefore, that the same scale of public aid for non-pay patients should prevail in the case of Sanatoria as in the case of General Hospitals. While the cost per head of non-pay patients in the Sanatoria, perhaps, ought to be a little less than in the General Hospitals, the Sanatoria should not be cramped, particularly in view of the fact that they get so little revenue from pay patients.

#### *(b) Residence*

Regarding residence location, the same difficulty exists in the case of Sanatoria as in the case of General Hospitals with regard to the fixing of municipal responsibility for non-pay patients. It is recommended that the legislation suggested for General Hospitals in this regard apply to Sanatoria.



*(c) Preventive Work*

A very important work can be done (and is being done to a limited extent) by the Sanatoria in the way of out-door extension clinics. This means that a Sanatorium sends a doctor at stated periods into some neighbouring district to hold examination, alias diagnosis, of cases where tuberculosis exists or is suspected. Notice is sent beforehand to local medical men or others in which a date and place are named for the clinic. This work, if widely prevalent, would have a great preventive effect against the spread and fatality of tuberculosis. The disease in many cases would be met early; the danger minimized. The Provincial Government recognizes the importance of such work by its maintenance at present of two travelling clinics, visiting various districts of the Province. But necessarily this effort is of limited effect. Several of the Sanatoria also send out clinics in their immediate neighbourhood, but are cramped by lack of means.

We think there should be a specific territory allotted to each Sanatorium in which to carry on such work, and in which to appeal for private aid for it. If the principle be adopted that non-pay patients in the Sanatoria are a public charge, and if the governing boards of the Sanatoria be relieved in that way of the need of appealing for private subscriptions for support of the Sanatoria, they can appeal effectively for private aid for extension clinics and so promote an active interest among the public in anti-tuberculosis effort. The Sanatoria would also be free to appeal for private subscriptions to improve and extend their equipment.

Your Commission suggests a special grant by the Government to promote extension clinics. Any serious effort in this direction must mean extra pressure on the medical staff and finances of a Sanatorium, probably the need of another medical specialist in connection with each institution. Under present conditions as to grants, provincial allowance should be made of a certain amount per day, plus mileages, for periodical clinics by each Sanatorium under suitable regulations of the Government.

*(d) New Sanatoria Needed*

The existing Sanatoria are not sufficient in number. They are not nearly able to accommodate all applicants. The present institutions have 2,184 beds. One thousand five hundred more, as a minimum, are said by the Canadian Tuberculosis Association (an association which aims at the prevention of tuberculosis) to be needed in Ontario. Additions to existing Sanatoria in Ontario contemplate an increase of 500 beds, but there remains, nevertheless, grave need for new Sanatoria.

Suggestion is made by the Canadian Tuberculosis Association that these could be placed, one in Eastern Ontario, one in the neighbourhood of Peterborough, one in the neighbourhood of Thunder Bay, and one in the neighbourhood of Cochrane. The Commission judges that no sanatorium should be encouraged possessing less than 100 or more than 400 beds. Each should have considerable surrounding ground.

Ontario ranks high in the extent and character of its campaign against tuberculosis. Also, the percentage of the disease among the people is stated to be decreasing. Nevertheless, a great deal of tuberculosis is still pressing. The population of the Province is increasing. The extension of out-door clinics would reveal the existence of much danger unsuspected at present. There should, therefore, be liberal public encouragement given to the erection of additional accommodation.

The Commission recommends that the Government of the Province contribute one-half the capital expended in the construction, subject to



Government approval, of new Sanatoria or of additions to the present institutions, whether new accommodation or such equipment as Nurses' Homes, Laundries, etc.

### (e) *County Co-Operation*

We recommend that provision be made by the Legislature for municipal co-operation in the erection of new Sanatoria, on the following basis, namely—

"That County Councils be authorized to pass by-laws for the issuing of necessary debentures to construct Tuberculosis Sanatoria in their own or adjoining counties the same as they vote debentures for road construction, namely, without having to take a vote of the people."

It is suggested that counties so co-operating might prefer not to rely on the Provincial statutory provision for municipal assistance to Sanatoria, but instead, to adopt a plan of their own. This has been outlined to us as follows:—

"A. That the constituent municipalities of one or more counties be permitted to arrange a pooling system for the financing of the maintenance of a joint County Sanatorium for Tuberculosis."

"B. That the Management Committee of such a joint pool be authorized to refuse payment for indigent patients from their respective counties in other Sanatoria in the Province, unless the beds in the County Sanatorium are all occupied and the Pool Committee approves of the provisional treatment in other Ontario Sanatoria on the recommendation of the Medical Director of the County Sanatorium."

It is recommended that there be permissive legislation to the foregoing effect.

### (f) *Institutional Aid*

Tuberculosis patients in the Sanatoria are numerous not well-to-do. Many of them also have to spend prolonged periods in Sanatoria, perhaps a year, two years or more. When patients emerge after convalescence they are not likely to be overly vigorous; they may have little or no means, and they may be out of touch with opportunities of earning a living in ways for which they are physically fit.

We think that the Managing Boards of Sanatoria should lay great stress upon the importance of work or of some kind of teaching in the Sanatoria in connection with convalescing patients, which might help them obtain occupation upon discharge.

The Commission recommends that every large sanatorium be required by the Government to have on its staff a special officer whose business it shall be (a) to supervise work or teaching in the institution and, (b) to obtain work outside for the convalescent upon discharge. This means expense for the Sanatorium, but there seems no good reason why the expense should not be incurred if the public pays the entire cost of non-pay patients. The expense of the special officer would go in that bill.

## 6. CANCER

Cancer is the worst scourge of civilized mankind. Ontario so highly advanced in the conflict with tuberculosis, has done little about cancer.

More than twice as many people die in Ontario every year of cancer as of tuberculosis. In the year 1929, in Toronto, more than twice as many people died of cancer as of tuberculosis.

The medical fraternity does not know what causes cancer, nor how to prevent it, and is in doubt as to the best way of dealing with it.

We recommend that the Minister of Health call a conference of representatives of the medical societies to discuss the matter with a view to the

improvement of the conditions for the diagnosis and for the treatment of cancer in the chief General Hospitals of the Province, and to the possibility of the establishment of a special Provincial Hospital.

Whether the suggestion of a special Provincial Hospital be carried out or not, consideration of the establishment of special hospital units for cancer treatment in connection with the hospital services operated in conjunction with the medical faculties of the University of Toronto, of Queen's University, Kingston, and of the University of Western Ontario, London, is recommended.

Both the medical schools of Queen's University, Kingston, and the University of Western Ontario, London, as well as of the University of Toronto, are graded Grade "A" by the American Medical Association. A large percentage of the graduates, especially of Queen's go into the small towns, cities and rural areas of Ontario. Therefore the establishment of these services at the three medical faculties would guarantee general services to the Province, both in care of patients, and in equipping the medical profession generally, with more knowledge of the disease. Sufferers would not be so far removed—especially in Eastern Ontario, from their homes and friends.

#### STATISTICS SHOWING DEATHS IN THE PROVINCE OF ONTARIO

Year	Cancer	Tuberculosis
1919.....	2,182	2,215
1920.....	2,464	2,280
1921.....	2,585	2,083
1922.....	2,609	1,979
1923.....	2,724	1,989
1924.....	2,946	1,823
1925.....	2,951	1,842
1926.....	3,116	1,835
1927.....	3,177	1,803
1928.....	3,441	1,832
1929.....	3,356*	1,665*

\*These figures are subject to slight change which, however, will not be appreciable.

#### DEATHS IN THE CITY OF TORONTO

Year	Cancer	Tuberculosis		
		A	B	Total
1920.....	557	324	103	427
1921.....	544	228	116	344
1922.....	552	235	116	351
1923.....	597	262	89	351
1924.....	610	235	103	338
1925.....	636	255	94	349
1926.....	714	225	104	329
1927.....	718	243	108	351
1928.....	762	237	82	319
1929.....	790	253	103	356

NOTE: Tuberculosis—A. Deaths in the City.

B. Deaths of Toronto citizens in sanatoria.

## 7. RADIUM

As our Report points out, cancer has become the chief scourge of our modern physical ills. The cost and scarcity of radium definitely preclude recourse to its beneficent effects for the greater portion of the population. In view of this fact, two Canadian Provinces,—Saskatchewan and Manitoba—this year have embarked on a most constructive service, which has now been heralded with grateful enthusiasm by the general public, the health, medical and hospital groups of the whole Canadian west, namely, the provision of a quantity of radium as a public service, purchased and owned by the Government Health Department and rendered available as such for cancer treatment. It would be a great and humane service for this Province, which pioneered in public provision of insulin, to make similar provision for radium emanation services.

### THE HOSPITAL TAX OF THE PROVINCE OF QUEBEC

It is not our province to suggest considerations about revenue, but we may be pardoned for a reference to a revenue measure of the Province of Quebec, to which our attention was directed in the course of our enquiries.

This is a small percentage tax levied on hotel and restaurant meal prices. The proceeds are ear-marked for hospitals. The tax is five per cent. on the cost of all meals costing over \$1.00 each. The whole proceeds are remitted to the Bureau of Public Charities of the Department of the Provincial Secretary. Three per cent. of the amount collected is at present refunded by the Government every half year to all hotel and restaurant keepers.

The revenue to the hospitals of this tax, according to the Quebec Financial Year Book for 1929, page 195, is \$632,539.

As the tax is levied only on hotel and restaurant meals costing over \$1.00 each, it falls chiefly on the well-to-do and on tourists. It does not seem to be considered a hardship in Quebec.

Possibly such a tax could be used in Ontario towards meeting the additional cost to the Province which would be entailed by the recommendations made in this Report.

## 8. SUMMARY

In conclusion, we beg to sum up our views as follows:—

1. That to provide for the cost of non-pay patients in any hospital, the Province should grant an amount equal to one-fourth the cost; the municipalities an amount equal to three-fourths the cost; and that a standard accounting system should be set for all hospitals and sanatoria with a view to having a rate fixed for non-pay patients in any hospital.

2. That in consideration of such grants the hospitals should establish a fixed rate for treatment in semi-public and semi-private wards.

3. That there should be either provincial or municipal audit of the accounts of all hospitals.

4. That provincial and municipal grants should be payable in the case of infants as well as of adults.

5. That steps should be taken to lessen the cost of nursing and of X-ray treatment in case of pay patients.

6. That the hospitals should be required to pay more attention to dentistry.

7. That special protection should be given hospitals as regards traffic accidents.

8. That social service departments be established in hospitals.

9. That provincial action be taken against the cancer menace.



10. That the Provincial Government should pay half the cost of the approved construction of new sanatoria for tuberculosis and of approved additional construction in connection with existing institutions.

11. That each sanatorium for tuberculosis should be specially aided to maintain preventive extension clinics.

12. That part of the duty of each sanatorium assisted by public money should be to provide occupational training for convalescents, and if required, to endeavour to procure occupation for them upon discharge.

13. That general hospitals or sanatoria should not be required to admit patients having venereal disease. These should go to isolation hospitals.

14. That the Provincial Department of Health should hold a conference with the Ontario Medical Association regarding the cancer problem.

15. That the Legislature make an appropriation for the purchase of a supply of radium.

16. That the present Hospitals and Charitable Institutions' Act should be repealed and a new act framed.

#### DEPARTMENTAL SUPERVISION

The hospitals referred to in this Report, are at present under the jurisdiction of the Provincial Secretary's Department. The natural connection of the hospitals and sanatoria would seem to be with the Department of Public Health. Your Commission ventures respectfully to suggest that it would be desirable to have all the supervision of hospitals and of all physical health in the province, concentrated under the Department of Health.



SECTION III.

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MENTAL HOSPITALS OF  
THE PROVINCE  
AND  
ALLIED SUBJECTS





### III.—MENTAL HOSPITALS OF THE PROVINCE AND ALLIED SUBJECTS

#### GENERAL CONSIDERATIONS

Your Commission begs to offer the following considerations on the subject (a) of the Ontario Hospitals for Mental Diseases, and (b) of the problem of Mental Defectiveness in the Province.

Ontario has thirteen hospitals in all in connection with mental hygiene. Nine of these are for the treatment of mental diseases, then there is one at Guelph for the detention of the criminal insane, one at Woodstock for the epileptic: there is the Toronto Psychiatric Hospital; and finally, the Orillia Hospital for Mental Defectives, chiefly children.

Insanity is mental disorder. Some types of it can be cured. It comes on in the course of life, like physical disease.

Mental defectiveness cannot be cured. It is a lack at birth, or caused early in life by disease. The victim, however, can be trained sometimes, and somewhat, to be a self-supporting member of society.

We have visited hospitals of every class, both in Ontario and elsewhere. We have had interviews with the superintendents of all of the Ontario Hospitals. The majority of the Provincial institutions we consider to be in the main in fair condition; some to be as well and ably managed as the expenditure upon them, the congestion and the age of the buildings permit.

All need more room, both for patients and for medical and scientific operation; but as far as construction and accommodation of the institutions are concerned, and the personnel and means available to the staffs, considerable allowance must be made to all of the managements.

There is, however, great need of additional accommodation both for the sufferers from mental disease and for the victims of mental defectiveness; for additional equipment in the hospitals; for extension of training in psychiatric work; finally, for both the utmost preventive work and extensive follow-up work.

In particular, in the matter of mental defectiveness, Dr. H. E. Amoss, the Inspector of Auxiliary Classes, estimates that there are more than 10,000 very backward children in the Province, of whom the majority are of an irresponsible grade of mentality. From such defectiveness comes a large proportion of the immorality and crime in the community. Money spent to check the operation and spread of mental deficiency must repay the public. The defectives propagate defectiveness terribly. One case was quoted, where a defective girl was the mother of seven illegitimate children, all defective. Cases are on record where thousands of defective or delinquent descendants come from a single defective family. We specify in a later section what the problem is, and what measures we think the Government should take to cope with this sort of problem.

In regard to mental disease, generally referred to as insanity, the Provincial statistics of the past ten years show that it has been increasing more rapidly in proportion than the increase in population. This emphasizes the need of preventive work, which is possible to some extent by out-patient clinics attached to the mental hospitals. A very few cases where mental disease is checked, before entrance to the hospital becomes necessary, would save the Province enough money to pay for an out-door clinic attached to the hospital. Inmates of hospitals are expensive.

Training as regards psychiatry, which means the science of diagnosing and dealing with mental disorder, should be promoted in the Province both by a central psychiatric hospital, and by psychiatric teaching in the medical schools, and short post-graduate courses for doctors. There ought also to be psychiatric wards and equipment in the larger General Hospitals.

Use of the words "lunacy," "lunatic asylum," "insane," "insanity," should be discouraged as much as possible. They maintain prejudice and mistaken ideas. Insanity is simply mental disorder.

Statistics of Ontario and other communities suggest that twenty-five per cent. of patients in mental hospitals recover (one in four), while twenty-five per cent. go out stated to be improved. All disease means sometimes death, mental disease like any other; and in the Ontario Mental Hospitals there are about ten per cent. of deaths among the patients. Exclusive of the discharges, releases and deaths, it will be seen that possibly only a minority of patients in mental hospitals remain incurable while alive.

The question of sterilization must occur to all who hear anything of the question of mental deficiency. It deserves the immediate consideration of the Legislature. Your Commission urges that some action be taken in this regard. Statutes to provide for the sterilization of either criminals or defectives, or both, known to be immoral, have been enacted by many legislatures on this continent, although they are mostly inoperative. But in the State of California since the enactment of a law some years ago, over six thousand operations have been performed. There is no word of objection, or suggestion of abuse. In Canada a recent statute is in force in Alberta, and has been acted on to some extent, apparently without criticism. Legislation is being considered in British Columbia. For various reasons any such law can have only very limited application at best, but it can be of great value; and no stone should be left unturned which may help to check the spread of mental defectiveness and mental disease, the greatest evils from which civilization suffers. As suggested in the general introduction to our Report, the appointment by the Government of a judicial and medical commission to frame an act for submittal to the Legislature is recommended.

At present, a medical superintendent may be personally sued for damages in connection with the operation of a hospital. The law should require that for any suit the plaintiff must first secure a fiat from the Attorney-General of the Province. It is not proper that an officer of the Government should be readily harassed on account of his official action in the course of his administrative duties.

#### STAFF RESIDENCE

In some of the present institutions, members of the medical staff and other chief officers have residence in the same building as patients. This seems undesirable. It is certainly a hardship for members of the staff who have families.

Also, residence within the institution by members of the staff, takes up valuable space which could be used for inmates.

#### SUPERANNUATION

At present superannuation of an officer of the staff of a mental hospital is optional with either the Government or the officer at any age of the officer from 65 to 70 years of age. To permit operation of progressive ideas, reasonable promotion in the staffs of the hospitals, and do justice to merit, it is recommended that superannuation be compulsory at not later than 65 years.

#### IN GENERAL

A suggestion has been made that some system of placing mild types of mental disease in private homes might be established. We do not think that any plan of distributing demented persons among the community or into life would be found to have compensating advantages.



A similar suggestion is urged in respect to the continuance in the community, or the placement in the community again of higher grade morons, whose special training has fitted them for self-supporting employment. While fully convinced of the practical economy and social desirability of some aspects of this proposal, we seriously question whether such life in the ordinary community can be contemplated at all, apart from parallel provision of such social safeguards as scientific supervision, sterilization, and legal prohibition of the marriage of defectives.

Finally, there should be a medical director at headquarters in Toronto, with no special institutional charge.

## HOSPITALS FOR MENTAL DISEASE

Nine Provincial Hospitals exist in Ontario for the general treatment of ordinary mental disease. The dates of their opening have been as follows—

Toronto.....	1846	Brockville.....	1894
Kingston.....	1854	Penetanguishene.....	1904
London.....	1870	Whitby.....	1920
Hamilton.....	1876	Cobourg.....	1920
Mimico.....	1890		

In addition there is a hospital at Woodstock for the epileptics; a small hospital for the criminal insane is attached to the Provincial Reformatory at Guelph; and there is the Toronto Psychiatric Hospital.

The hospitals have 10,000 inmates. All the hospitals are crowded. A waiting list exists at some. There has been no new institution for ten years, during which the population of the Province has increased by 300,000, or ten per cent., with more than a proportionate increase of cases of mental disease. There have been limited additions to existing hospitals.

The Toronto Hospital, opened eighty-four years ago, was sold long ago. While still in use as a hospital, it might have to be evacuated at short notice. The London Hospital is obsolete. Some of the present hospitals could be advantageously enlarged.

Subjects of importance in connection with the hospitals include the following—

1. Admission.
2. Treatment.
3. Occupation.
4. Discharge.
5. Hospital Control.
6. Hospital Staff.
7. Nurses.
8. Preventive Work.
9. Research and Psychiatric Equipment.
10. Supplies.
11. Food.
12. Conferences.
13. Inspection.
14. New Construction.
15. The Criminal Insane.
16. The Ontario Hospital, London.
17. The Ontario Hospital, Brockville.
18. Custodial Cases.

### 1. ADMISSION

Apart from voluntary application by someone to enter a hospital, the law provides that a relative or friend desiring to enter a patient must obtain a certificate signed by two medical men that the person is "insane." The word "insane" has several drawbacks. First, it is a word which tends to create and perpetuate public prejudice. Secondly, it may subject a medical

practitioner to an action for damages. Thirdly, a physician who is a friend of the family dislikes to publicly stigmatize one of the family that way. The suggestion has been made to the Commission that the certificate required should specify merely that the patient "ought to be under observation for a pathological (*i.e.* diseased) condition." We think this would be desirable. The present form and wording of the certificate is most objectionable.

Similar objection, by the way, exists in regard to certificates for admission in the case of mental defectives.

## 2. TREATMENT

One of the vitally important things in connection with inmates of hospitals, in addition, of course, to scientific psychiatric and medical treatment, is provision for occupation. The utmost effort should be made to provide ample room and equipment in every hospital for work. No expense should be spared about this. Every patient in a hospital, male or female, who is physically able, should have occupation. Every hospital should be equipped to provide for that, and should be managed with that object as one of the essential aims. The Mental Hospitals of Ontario do not approach this standard at present.

## 3. OCCUPATION

It would be well for the Hospital Inspector in his visits to mental hospitals to stress the point of promotion of occupation of some kind among patients. The sight was distressing in some institutions of fifty or a hundred patients sitting listlessly with their heads in their hands, or pacing aimlessly up and down corridors. Apparently this went on all day. In other places it was evidently possible to persuade many patients to do light work like sewing or knitting. Games would be worth encouraging. A certain number of attendants must be kept in all the hospitals. These attendants are often idle. It would seem to be possible to utilize them to promote occupation among patients. Of course, a large proportion of patients either can not, or will not, do anything, but there seems to be room to do much more than is sometimes done at present to promote occupation in the hospitals.

## 4. DISCHARGE

Whether a patient is discharged as cured, or released as improved or allowed to go on probation, a desirable thing is clear, namely, that there should be follow-up work. No Ontario Hospital is equipped for this, which should be done by a special officer or trained social worker. All, whom your Commissioners have heard, agree about this. Every Ontario Hospital Superintendent says that there should be at least one social worker attached to his hospital. When it is reflected that the releases during 1928 from the nine hospitals above listed numbered over twelve hundred, or an average of 140 per hospital, it would appear that at least one social worker should be attached to each hospital.

## 5. HOSPITAL CONTROL

The hospital staffs are headed by a medical superintendent, with a steward for business management. The medical superintendent is recognized as the head, but he has not the power to discharge an employee. The stewards (*i.e.*, business managers) are subject, at present by statute, to the orders of the Hospital Inspector. We think that the medical superintendent ought to have complete and absolute control over both the medical and the business administration. There are many good reasons for making the steward an

independent officer, but in our opinion no reasons are good enough to justify dual control in an institution. If a medical superintendent is incompetent or insufficient for any reason as sole head, he should not be retained. Efficient departmental inspection and control should cope with this.

## 6. HOSPITAL STAFF

A medical superintendent is assisted in the medical and mental work by an assistant superintendent or senior physician, and a staff of doctors which, in the Ontario Hospitals, averages about one doctor, including the superintendent and the assistant superintendent, to almost 200 patients. The standard advocated by the American and Canadian Psychiatric Associations is one doctor to 150 patients, exclusive of the medical superintendent. But it is worse than useless to multiply the medical staff unless the superintendent shows that he can use the staff fully.

The standard advocated by the Psychiatric Association also urges that there should be a clinical director, a medical man free from routine work, to superintend the whole medical service of the institution. The medical superintendents of the Ontario Hospitals are unanimous that this is desirable. No Ontario Hospital has one at present.

## 7. NURSES

The mental hospitals require strong staffs of nurses. The general condition in Ontario institutions, as in most of the neighbouring states, is that there is about one nurse to each twelve or fourteen patients. The standard advocated by the American Psychiatric Association, is one nurse to each eight patients. At this rate, an institution with 1,200 patients would have 150 nurses. As a matter of fact, the average Ontario institution at present for 1,200 patients has less than 100 nurses.

A difference of opinion exists as to how the number of nurses requisite should be met. The Ontario Nurses' Association holds that all training of nurses should commence in the general hospitals of the Province, and should continue there until the nurses graduate. But obviously, graduate nurses of the general hospitals would not go to the mental hospitals as probationers. On the other hand, if the large number of female attendants required in the mental hospitals were not to have the status of nurses, with a hope of graduation, it would be practically impossible to secure sufficient desirable help for the hospitals.

The Commission thinks, therefore, that nurses' training schools in the Mental Hospitals are both necessary and desirable. Probably the head of each school should be a graduate nurse of a General Hospital who has also had psychiatric training.

We further feel that nurses-in-training should be employed on an eight-hour day basis.

## 8. PREVENTIVE WORK

All who have given attention to the subject of mental disease urge the importance of outside and preventive work by means of clinics attached to the Mental Hospitals, for out-patients and preventive purposes.

No effort has been made to do such work until recently. Every hospital should conduct an out-door clinic. If this requires an extra medical man, he should be allowed to the hospital. This also emphasizes the need of at least one trained social worker attached to each hospital.



## 9. RESEARCH AND PSYCHIATRIC EQUIPMENT

Need exists for research work into the causes and possible amelioration of mental disease. Reference to this is made later in a clause regarding psychiatric equipment.

## 10. SUPPLIES

Considerable central purchasing is done for the hospitals of food, equipment and drugs, but the system could be extended and standardized with great advantage and economy. It should be accompanied also by investigation of the exact rationing needed by the hospitals. This is remarkably successful in Massachusetts.

## 11. FOOD

The food supplied in the Ontario Mental Hospitals is of good quality. It is not always well served. In some of the older institutions where the kitchen accommodation is not all it should be, food is placed on the plates of patients by instalments, too slowly; first one vegetable, then another, then meat. The first part of the supply is cold and greasy before the last arrives. This is a fault of administration, due perhaps, to insufficient help, but the difference inevitably is that good food provided, becomes bad food supplied. It is the principle of the Government to provide a dietitian at each mental hospital. The dietitian should be instructed to supervise not merely the quality and variety of the food, but the condition in which the patients get it. The cafeteria system is splendidly used in some of the institutions the Commission has seen in states across the line.

## 12. CONFERENCES

No arrangement exists for periodical conferences of hospital superintendents. Occasional meetings of all the superintendents would probably be useful. The practice has been found valuable elsewhere.

## 13. INSPECTION

There should be more frequent and much more thorough inspection by the central administration.

## 14. NEW CONSTRUCTION

No Provincial Hospital for Mental Disease exists in Northern Ontario. Patients from that vast district have to be taken a considerable distance to present institutions. There are almost 600 such patients in the present hospitals which are too crowded to supply the needs of their own districts. The Commission recommends that steps be taken to erect a hospital to serve Northern Ontario.

Two views obtain among the medical superintendents of hospitals, as to whether a hospital should be in the main a single building, or should be an aggregation of smaller buildings. A majority favor the latter, if not on too small a scale, with a central heating plant. The argument for a concentrated building is that in winter the advantages are obvious of not requiring exposure of patients or staff to the weather. The advocates of the other plan say that with separate buildings for dormitories, etc., an advantage exists in classifying and dealing to best advantage with patients. There is certainly a great advantage in better sunlight and ventilation. The desirability of a central dining hall and kitchen is unquestionable; but if the dormitories are made of good size, so as not to be too numerous, and as they have to be

connected in any event with a central heating plant, the tunnels necessary to convey the heating could be made more or less available for communication between the dormitories and the central building—or other tunnels constructed to enable the patients from any of the dormitories to reach the central building without exposure.

From investigation and observation we are of opinion that the cottage system, using a two-storey cottage plan on a scale contemplating not fewer than 80 to 100 patients in each dormitory, with a central heating plant, a central administration building, a central kitchen and dining hall, is desirable.

If it were decided to place a hospital in Northern Ontario, it is recommended that the cottage system be adopted for it. The hospital could be begun with a plan for a central building and a central heating system, to take care ultimately of 1,000 or 1,200 beds; but with possibly the immediate erection of only such buildings as would be needed for part of that number. An advantage of the cottage system is that good accommodation can be added conveniently to a hospital from time to time if desired.

With regard to the site of a hospital in Northern Ontario, or anywhere, good argument is given why it should be adjacent to some city or town. The idea of placing a hospital in a country district looks good on the surface, but both for the sake of convenience of access and the benefit of employees, proximity to some centre of population seems desirable. A hospital is a large community. The Ontario Hospital at Whitby, for instance, has a total staff of 300, including doctors, graduate nurses, nurses-in-training and general employees. Several of the other hospitals have staffs numbering from 200 to 300. Such staffs are likely to be more contented, and recruits more available, if they are located not too far distant from ordinary resources of recreation.

#### 15. THE CRIMINAL INSANE

The criminal insane of the Province are at present held in the Ontario Reformatory at Guelph, segregated from the other inmates. There are over one hundred of them. The reformatory has 500 other inmates. Keeping the two classes in the same building is undesirable, particularly when the whole of the space in the reformatory building could be well used for ordinary prisoners.

The Commission recommends that a hospital unit located elsewhere, should be provided for the criminal insane.

#### 16. THE ONTARIO HOSPITAL, LONDON

The two main buildings of the Ontario Hospital, London, are old, badly arranged and badly lit. We are informed that a plan of improvement is contemplated, which will remodel the interiors of the buildings.

We think the Government should consider carefully whether it would not be preferable to demolish most of the present main buildings altogether. It might be as cheap in the long run, while much better meanwhile for hospital purposes.

From time to time it should be recognized that modern buildings are desirable. Antiquated places should be replaced from time to time by something better.

The Ontario Hospital, London, is the most unsatisfactory one in the Province, although the site is excellent.

#### 17. THE ONTARIO HOSPITAL, BROCKVILLE

The Ontario Hospital, Brockville, needs considerable interior renovation, also either there should be a home for nurses, or arrangements should be made

for the lodging of nurses in the town. At present the nurses are lodged in undesirable quarters throughout the institution. If the nurses were housed elsewhere, accommodation could be provided in the hospital for forty or more additional patients.

#### 18. CUSTODIAL CASES

Would it not be well to admit frankly that many cases in the mental hospitals are purely custodial, namely, with little hope of recovery, whether from age or from long standing. The use of smaller hospitals, such as Cobourg and Penetanguishene for such cases, would give the larger hospitals more free scope for scientific operation, research and study.

#### THE ONTARIO HOSPITAL FOR EPILEPTICS, WOODSTOCK

The Ontario Hospital for Epileptics, Woodstock, is an excellent institution, capably managed. It is being enlarged, but even with the present addition, should be extended.

All epileptics requiring institutional care should be in the Hospital for Epileptics, Woodstock, except idiot and imbecile children. There should be three groups, with provision for each group, namely—

1. Sane adult epileptics.
2. Defective and demented epileptics.
3. Sane epileptic children.

The present buildings would do for the sane adult epileptics. The proposed infirmaries would do for defective and demented epileptics. But additional accommodation is desirable for sane epileptic children. Provision for 200 would not be excessive. The most hopeful field in the treatment of epilepsy is the treatment of sane epileptic children.

The overcrowding and the waiting list, even under present regulations, indicate the need of immediate expansion. Present regulations made because of these conditions, have imposed real hardships and handicaps in the treatment of this problem. As a matter of departmental routine, all admissions are refused of children under eleven years of age. This quite obviously results in the loss of the early valuable years of training and treatment of the child. Incidentally, the life of the ordinary private home, and of the agency caring for children is seriously impaired by the presence of an epileptic child. Even present suggestions do not contemplate the extension of admission, below the age of six years. Every child-caring agency in the Province is earnestly pleading for such additional accommodation for epileptics, as will allow for the classified care in a special custodial school, where treatment and training of all epileptic children can be given, as soon as their condition can be accurately diagnosed.

For idiot and imbecile epileptic children, either the Ontario Hospital for Defectives, Orillia, must be used or special provision be made elsewhere.

In addition to the recommendation which has been made for additional provision for sane epileptic children at Woodstock, there are these needs in the present institution there:—

1. A laundry is urgently required.
2. A nurses' home is urgently required.
3. A clinical building is desirable.



## AS TO PSYCHIATRIC EQUIPMENT

The Toronto Psychiatric Hospital is owned by and serves only the City of Toronto. Its greatest usefulness would come through development of its real possibility as a Provincial institution of research and training.

It is a question whether under existing complications the Toronto Psychiatric Hospital should be aided, or use should be made of the facilities of the Provincial universities.

The present institution cost \$450,000. It is materially aided by the University of Toronto, but in the main is supported by the Provincial Government at a net cost of about \$100,000 a year.

A psychiatric hospital thoroughly equipped and liberally financed is needed. We are told by the Canadian National Committee for Mental Hygiene, to press the following activities (a) Research to lead to more effective knowledge of mental disease, (b) The training of junior medical officers, (c) The training of nurses, (d) The conduct of an out-patient clinic that could be utilized as a training centre for those conducting clinics in other parts of Ontario.

"The Toronto Psychiatric Hospital is ideally situated to make a possible mental hygiene leadership that would have an effect throughout the Province," says a representation from the Canadian Council for Mental Hygiene. "It should be much more than a clearing house for mental cases."

The present mixed condition of civic ownership and Government support is, however, thoroughly undesirable.

As an alternative to extended use of the Toronto institution, the establishment of specialized centres for psychiatric research and training under provincial direction and control, at the University centres, might be considered.

At Toronto Psychiatric Hospital, mere police court cases are shoved in rather numerously.

The hospital is unduly expensive, owing partly to limited accommodation. The hospital institution is not operating well as a research asset.

The Commission suggests a conference between the City of Toronto and the Government of the Province, to discuss turning over the title of the hospital entirely to the Government, with a view to consideration by the Government of the whole question of psychiatric research and training.

## SUMMARY

Your Commissioners recommend:—

1. That change be made in the form of certificate required for commitment to an Ontario Hospital.
2. That immediate plans be made for the erection of a Hospital for Mental Diseases to serve Northern Ontario.
3. That the Ontario Hospital, London, should be reconstructed.
4. That a Nurses' Home should be added to the Ontario Hospital, Brockville.
5. That all new Mental Hospital construction, except possibly a Psychiatric Hospital, be on a combination of the cottage and block system.
6. That a Psychiatric Hospital for training in Mental Hygiene and Research should be developed under full ownership, control and operation by the Government.
7. That the following conditions should be established in connection with each Mental Hospital (a) Utmost equipment for, and provision for training of patients in useful occupations; (b) An Out-patient and Preventive Clinic; (c) One trained social worker or more attached to the staff.
8. That each large Mental Hospital should have a training school and home for nurses.

9. That the Medical Superintendent of a Hospital should be in complete control of the hospital and of all connected with it.

10. That the plan of central purchasing agency for all staples of food, general supplies, drugs, and medical equipment should be developed as much as possible.

11. That there should be some measure of rationing of the Mental Hospitals.

12. That occasional conferences of the Medical Director of Mental Hospitals and all the Medical Superintendents should take place.

13. That additional accommodation for sane epileptic children should be provided at the Ontario Hospital, Woodstock.

14. That the Hospital for the Criminal Insane, now located at Guelph, should be provided for in a separate building elsewhere.

15. That married staff officers should not reside in the same building with patients.

16. That the use of the words "lunacy," "lunatic asylum," "insane," and "insanity," should be discouraged and discontinued as far as possible in connection with the hospitals.

### ALCOHOLICS AND DRUG ADDICTS

Much is heard about the difficulty of dealing with the problem of alcoholics and drug addicts. The problem is undoubtedly a difficult one. They are the most troublesome of patients, outside the criminal insane. They would be troublesome no matter how the Province attempted to meet their case. We think the present provision for commitment should be changed. The present law is that either an alcoholic or a drug addict can be dealt with *almost* in the same way as an insane person. An alcoholic can enter a Mental Hospital voluntarily by making a written application, in which case the hospital can detain him for a year; or any relative (any friend, if there is no relative) or the family doctor, can apply to a judge for an order of commitment. The judge in that case must give the alcoholic a hearing. If the judge thinks the application just, he reports so to the Inspector of Prisons and Charities. The Inspector can commit the person to a Mental Hospital for a period not exceeding two years. Exactly the same procedure may be applied in the case of a drug addict. Probably the fact that such procedure is available is not familiar enough to the public.

The change the Commission would suggest is that either any medical man, or any Superintendent of any Provincial institution, would be authorized to make the application to a judge; or that the provisions governing admission of *ordinary* patients to the Mental Hospitals should apply to alcoholics and drug addicts. Alcoholics and drug addicts get into the General Hospitals and other places where they should not, and a relative or a family doctor may not like to make a move to get one of them into a mental or special hospital. We think, therefore, it would be well to make the law, as regards entrance of alcoholics and drug addicts to a Mental Hospital precisely the same as the law governing admission for ordinary mental cases.

Of course, both the Mental Hospitals and the General Hospitals abhor the alcoholics and the drug addicts. But after all, the hospitals are here to do the best they can for the people. Especially in hospitals with the cottage system of construction, it ought to be possible to handle the alcoholics and drug addicts without too great a drawback to the hospital.

The only recourse for detention and treatment of alcoholics and drug addicts is either special wards or preferably special buildings, in connection with either some of the larger existing Mental Hospitals or some of the General Hospitals in the larger cities. There does not seem warrant for an expensive special institution.

## SUMMARY

Your Commissioners recommend:—

1. That the present law should be amended so that the provisions which apply to the admission to Mental Hospitals of persons suffering from ordinary mental disease, should apply to alcoholics and drug addicts, whom it is desired to place under detention.

2. That two or three of the larger of the present Mental Hospitals or some of the General Hospitals should have a special ward for alcoholics and drug addicts.

## HOSPITALS AND SCHOOLS FOR MENTAL DEFICIENTS

## MENTAL DEFECTIVES

The Commission begs to report as follows on the subject of mental defectives in the Province.

Dr. Colin K. Russell of McGill University defines Mental Deficiency thus—

“The term “mental defective” is applied to an individual who, by reason of mental or physical defect, is unable to benefit normally by instruction or by the lessons of experience—that is, he grows up to adult years and stature, but does not grow up mentally.”

Three main groups are recognized:—

1. Some are and remain idiots—always mentally infants.
2. Imbeciles—who develop to the extent of a normal child of three to seven years.
3. Morons, who develop to, but not beyond, the mental growth of a child of twelve years.

Dr. A. E. Tredgold, one of the outstanding authorities in this field, claims that on the average, out of every 100 defectives, 6 will be idiots, 18 will be imbeciles, 76 feeble-minded.

It will be seen thus that approximately three-fourths of all mental defectives can be helped by intelligent training. How best is such help to be aimed at?

In dealing with this subject, the considerations your Commission wishes to present may be detailed under the following headings—

1. Identification of backward children or others mentally defective.
2. Registration.
3. Provision in the Public Schools.
4. Attention otherwise.
5. The Defectives.
6. The Hospital Question and Maintenance of Vocational Schools.
7. Follow-up Work.
8. Clinics.
9. Probation.
10. Sterilization.

## 1. IDENTIFICATION

School attendance in Ontario is compulsory. Every child of six years or over is required to attend school. If it were made the duty of the head of every school in the Province to report the name of every child in the school who seemed to be mentally backward, a list would be obtained which would cover a great majority of the backward children. The Commission recommends that such direction be given to the heads of schools.

Of children under school age and of adults, information would be obtained to some extent by clinics to which reference will be made later.



## 2. REGISTRATION

Names sent from the schools should be registered with a special officer of some Department of the Government, who should have the duty of arranging to have the children examined by a psychiatrist and psychologist, and the mental status of each child determined.

The psychiatric examination could be arranged for in connection with the Toronto Psychiatric Hospital; or at the universities or by the staffs attached to Mental Hospitals, or to the Ontario Hospital, Orillia, and the Provincial training schools, when the latter are established.

## 3. PROVISION IN THE PUBLIC SCHOOLS

Backward children have a tendency to affect the class progress of normal children. The former hold the classes back. This is already fully recognized by the Department of Education in its permissive authorization of "Auxiliary Classes" in the school; but the time has now come when this feature should be made compulsory. We recommend that it be made obligatory upon every School Board in the Province, to establish a special class or classes for backward children, where the number of backward children in the school section exceeds ten. If there are not that number in a single section, children concerned can be transferred to some school in another section.

## 4. ATTENTION OTHERWISE

In many of the less populous school sections of the Province—the village and rural sections—there will not be ten backward children per section; perhaps only one or two. Obviously, special teachers for such sections could not be afforded. Obviously, also, such children could not usually be transferred to a more populous school section on account of the expense to the parents. We see only two methods of dealing with such children, namely (a) to endeavour to place them to be trained in a Vocational School for backward children, or (b) to make some provision, Provincial or Municipal, to help to get them to special classes in another school section.

## 5. THE DEFECTIVES

Backward children are graded by scientific tests called Intelligence Tests. Such tests list children as having an "I.Q." (Intelligence Quotient) of a certain rate. Taking a normal child as a standard, a psychometric examination of another child of the same nominal age may show such mental deficiency in the latter that the child will be graded as having only half as competent an intelligence as the normal child. In such a case, the I.Q. of the defective child will be registered as "50"—namely, fifty per cent. of what it should be. Perhaps the intelligence may not be deserving of the rating of even fifty. A backward child might have only quarter the mental age of a normal child. In that case the I.Q. of the former would be "25." In other words, that backward child when ten years old chronologically would be only two-and-a-half years old mentally. Conversely, there are "I.Q.'s" of 60, 70, 80, and 90, indicating that a child which is ten years old by birth certificate may be only six, seven, eight or nine years old mentally.

Finally, the present conception is that a backward child does not gain in I.Q. What the child was when first tested, it is supposed to remain in that regard. But a child above 50 I.Q. can be trained in simple ways.

Both intelligence tests and practical experience declare that a child of 50 I.Q. or less is practically hopeless. The unfortunate child is of the imbecile or idiot classes. The scientists claim a distinction; the idiot lower than the imbecile; but for practical purposes, it matters little. Every such child

should be taken care of by the public unless it is being properly taken care of by private means. Such children are unable to take care of themselves. The fact must be faced that all children of poor parents of less than 50 I.Q. need to be placed in an institution and must live all their lives in it.

From 50 I.Q. upwards, children can be trained more or less. Those of 70 or 80 I.Q. can be trained to earn a decent living.

Here then comes the dividing line as between the institution for the hopelessly defective, and the school or some other training place. The child of I.Q. 50 or less of poor parents, should be segregated in a Hospital. The backward child above 50 I.Q. should be tried in a class in the Public Schools suited to his, or her, mentality and an endeavour made to train the child to earn a living.

In default of available Public School Classes, or if necessary afterwards, the only recourse for the child is provision of either Provincial or Municipal Vocational Schools in which training can be given or continued.

## 6. THE HOSPITAL QUESTION

The Ontario Hospital for Defectives, Orillia (the only one in the Province) is over-crowded with almost 1,400 patients. The waiting list shows 1,100 applicants. That gives an immediate list of 2,500 defectives. Undoubtedly outside of the Ontario Hospital, Orillia, and its waiting list, there are a large number of defectives in Ontario who ought to be cared for in institutions. Some authorities estimate several thousand. Also the population of the Province increases steadily and with it goes an increase, of course, in the proportion of defective children. And even with a start made at once, years must elapse before new construction can be available for the whole of the present need.

As indicated previously, practically two main classes of backward children exist—namely (a) those who are hopelessly defective; (b) those who can be trained.

Practically all of the first class must be given permanent institutional accommodation.

The second class can be helped.

Help can be given in the schools to city children. But for many others, help must be provided in Provincial or Municipal Vocational Schools.

The Commission recommends that the following course be adopted:

1. That the Ontario Hospital, Orillia, should be used ultimately as a home for the hopelessly defective. Meanwhile, it should be enlarged to provide for immediate needs.
2. That the Province should establish two Vocational Schools for backward children, one in the east and one in the west of the Province, each to accommodate 1,000 to 1,200 children capable of being trained. A larger school is argued to be undesirable by nearly all who have had experience. A smaller school will likely lack the best equipment and staff for training.

But, when a unit of this size (1,000 to 1,200 children) is suggested, it must not be assumed that one large congregate block is proposed. The accommodation should be of this size to render it economical and practical, but modern experience decrees that the actual units of accommodation should themselves be small enough to approximate somewhat to normal life, with central administrative school, industrial and other units. The school should be so located as to provide about an acre an inmate for farming, gardening, and recreation purposes, while provision should be made, through equipment, for training and employment at industrial, agricultural and household pursuits.

## MAINTENANCE OF VOCATIONAL SCHOOLS

If the Province should pay the cost of construction of Vocational Schools, we see no reason why the municipalities should not pay the chief part of the cost of maintenance. We recommend that the expense of these schools, in so far as not met by private pay, shall be met on the same basis as we recommend that the cost of the General Hospitals should be met, for instance, one-fourth by the Government and three-fourths by the municipalities, each municipal proportion to be on the basis of the number of pupils in the school coming from that municipality.

## 7. FOLLOW-UP WORK

After a period of training in a Public School class, a time must come when a backward child must leave. What is going to happen then? If the boy or girl has become qualified to earn a living, supervision will likely be needed in a majority of cases, outside of what relatives or friends can give. Provision should be made for such help, we think, by one or more trained social workers attached to each school section, or group of sections, and paid by the School Board, or Boards, in such section or group of sections, where there are Auxiliary Classes for backward children. We recommend that the school law provide for this.

Similar help should be provided for those who leave Provincial Vocational Schools where training is given. Sufficient trained social workers should be a part of the staff of such of these institutions as may be established.

## 8. CLINICS

To endeavor to identify the backward children of less than school age, or adults, provision should be made for travelling clinics attached to the staffs of Mental Hospitals.

## 9. PROBATION

At present the law specifies six months as the limit of probation from the Ontario Hospital, Orillia. It should be at least a year, for the sake of the patient. Those who leave the institution are found to be the better for supervision.

## 10. STERILIZATION

Information given in various quarters to your Commission is to the effect that from sixty to seventy-five per cent. of all defective children are the offspring of parents defective on one side or the other, or both. Also, that backward children are peculiarly liable to fall into immoral ways. From such a source come many of our offenders against law. Any part of this evil, that can be prevented by reasonable and safeguarded means, should be prevented. Such a means we believe can be given to a small extent by the sterilization of defectives who are known to be immoral; who are inmates of a Provincial institution, but about to be discharged into the community where they may propagate indescribable misery.

Sterilization Acts have been passed in some States of the adjoining Union, and in the Province of Alberta in Canada. We recommend and urge strongly that similar legislation should be enacted in Ontario.



## SUMMARY

The essential points of the foregoing recommendations regarding mental deficiency are these:—

1. Requirement that all Heads of Schools shall identify and register backward children.
2. Requirement that School Boards in populous centres must have Auxiliary Classes for backward children.
3. Requirement that for such classes such School Boards shall maintain trained social workers.
4. Enlargement of Orillia Hospital to meet emergency requirements until the new accommodation recommended can be provided; but ultimate restriction of this institution as the central Provincial institution to provide for all defectives requiring permanent custodial care.
5. Provision by the Province of two Vocational Schools for backward children.
6. Municipal contribution to cost of Vocational Schools.
7. Maintenance of clinics and trained social workers by the Provincial Mental Hospitals and Vocational Schools.
8. Sterilization of immoral defectives.



SECTION IV.

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NORMAL  
CHILD WELFARE





#### IV.—NORMAL CHILD WELFARE

Two principles in respect to child life are accepted as axiomatic by most civilized states, namely: 1. That the young of the human race should have care and protection; 2. That this care and protection normally are best provided by their own parents in their own homes. For Child Welfare in Ontario, outside of the home or even in it, when the home fails, the chief agency is the system of Children's Aid Societies. It is one of the most valuable of all our social charities. These societies are designed and equipped to aid any normal child whose home is not merely poor but deficient for any reason.

Every county in Ontario has one of these societies. In addition there are some city societies. There are fifty-eight societies in all. At present they have probably twenty thousand unfortunate children under supervision.

These societies operate under the Ontario Children's Protection Act. The link between the Act and the societies is the Government Superintendent of Neglected and Dependent Children. The Province pays his salary and expenses. The Province also gives each society a grant to help in the payment of an executive officer (\$1,000 per annum to the larger cities and unorganized districts; \$600 to a county society, and to a society in any city with population under 50,000, and as low as \$200 a year to two of the smallest societies). The Province further contributes ten cents per mile towards the travelling expenses of the local agent. Otherwise there is no financial assistance from the Province. The total Provincial expenditure towards salaries of local agents is \$36,828.90 per annum, and towards travelling costs \$8,179.11. The total revenue and disbursements of the societies last year were, respectively, \$576,080.71 and \$575,182.98 which would not indicate undue generosity on the part of the Provincial authority.

By law, each county must provide a good shelter home for the Children's Aid Society.

Also, by law, a society is entitled to make any municipality pay for the maintenance of a child belonging to that municipality who becomes a ward of the society. Such maintenance is not merely for food. The figure covers all "overhead" cost of a shelter home. It will be seen that so far as children who are full wards are concerned, the societies are on a good financial basis.

But outside of what the Society receives from either the Government or a municipality, there are many considerations which call for benevolent support from private citizens, both in service and money. To promote the strength and membership of these societies should be a most anxious Provincial consideration.

The Children's Aid Societies are of infinite value to the Province because of the extent to which, in child service, they combine private benevolence with Government power. A danger in such a connection always is that the private volunteer interest may slacken. There should be anxious aim to prevent that—to maintain to the utmost the beneficent co-operation of private citizens, and the financial assistance of private citizens. The Government can do something in this regard by showing an active interest in the members of the societies. One condition your Commission wishes to emphasize strongly, is that the Department which may have the supervision of Children's Aid Societies, should do its utmost to promote the importance and efficiency of the conference which is called each year, of representatives of Children's Aid Societies. These should include not only the executive officer of each society, but also the president and one or more additional representatives, the number varying according to the number of children under supervision. The Government should meet all expenses of the conference and of

the delegates. With such conferences, all shortcomings and difficulties in connection with Children's Aid work should speedily be worked out. And apart from the value of a conference itself, as regards the work of the societies, the importance which such annual gatherings would indicate to the public, and the publicity necessarily attendant upon the meetings, would tend to promote the popularity and strength of the societies.

The Children's Aid Society machinery is so broad and strong that in the case of any new voluntary effort in the Province which asks or contemplates public aid, either Provincial or municipal, such as orphanages, it would be well to examine carefully whether the proposed service could not be given by the local Children's Aid Society.

### CHILDREN'S AID OFFICERS AND STAFFS

The Children's Aid Societies operate through local inspectors and their assistants.

A local inspector receives a salary to which the Provincial Government contributes. In the case of a society in one of the larger cities, or a society in an unorganized district, the Government contributes \$1,000 a year towards the salary of the Executive Officer; in the case of a society in a less populous field, a lesser amount.

The work of a local inspector requires an exceptional man, or woman, both in ability and character. He or she should be both shrewd and cautious, industrious and persistent, and should be of an anxious, kindly disposition. Such a person should not be regarded as a cheap person. The work he or she is expected to do is of great importance. With any likelihood that good inspectors would be insisted on by the local societies—and the Government should exercise an active supervision of this—the present scale of Government aid should be increased.

The Children's Aid Societies are among the greatest agencies of public good in this Province. Since 1893, approximately 29,000 children have been committed as wards. They have at this time 10,650 children under their supervision, or on their active list as wards, with thousands of others who are not full wards. They are taking supervision of additional children at the rate of a couple of thousand a year; and whether tens of thousands of children shall become good citizens or mostly sink into the mass of social misery which unfortunately exists in all modern communities, depends largely on the quality of help the poor unfortunates receive from the Children's Aid Societies, and that again depends largely on the quality of the officers and their staffs. At present the total Government payment towards local officers is under \$40,000 a year. There is more than justification for increase. The Government might well pay the salary of each local officer as fixed by his, or her employing society.

Also, if good local inspectors are to be got and kept, there should be provision for retirement and superannuation, as in the Civil Service of the Province.

Where there is a Children's Aid Society for a populous centre there will necessarily be help needed for the local officer. The aim in future, without necessarily disturbing existing staffs, should be to employ trained social workers. This emphasizes the need of such workers in the Province, and of promoting schools to produce them, preferably in connection with the universities of the Province.

Desirable qualifications of the staff of a Children's Aid Society include:—

(a) Judgment as to what to do with a child.

(b) Ability to give—(1). Good child-guidance service for both parent



and child. (2). Good home-finding service. (3). Good supervision when the child is in the Shelter or the Boarding Home and afterwards.

Recognized standards set the maximum at 65 children per full-time child-supervising worker, and this without any such job as instituting and enforcing collections of money from fathers of illegitimate children.

There is seemingly a tendency in some quarters to make the Children's Aid Societies mere annexes of the Municipal system. This should be resisted. If the Children's Aid Societies cease to be voluntary organizations, it is to be feared that their value will be seriously injured. They should operate as free as possible from either Government or Municipal interference, in order to maintain an unofficial and human touch. The voluntary feature should be anxiously maintained and promoted, and the Societies should be pressed to ask for and depend considerably upon contributions by private citizens for all work other than the maintenance of wards.

### THE EXECUTIVE OFFICERS

A danger exists that the important position of an executive officer may not be considered by a Children's Aid Society with sufficient care. The position may be used merely to provide a berth for some well-meaning person who needs it. The officer should be both a capable and active man or woman, and a person with some training for the work. There should, therefore, be provision that any person who occupies, or is to occupy such a position must have a course at a Social Training School. This again emphasizes the need of such schools at our universities.

### CHILDREN'S AID SHELTERS

To enable a Children's Aid Society to carry on, each city or county in which a Society operates is required by law to provide a "Shelter," in which children may be temporarily cared for while the Society is considering what action to take.

As a rule little trouble is experienced about this. In the main, a generous temper exists among the people in regard to the Children's Aid Societies. Nevertheless, the law is defective in that no provision is made for enforcement. The law says that the Shelter must be "adequate," to the satisfaction of the Superintendent of Neglected and Dependent Children. But the law does not give him power to do anything.

It should go without saying that a "Shelter" should be a clean, healthy and comfortable home, commodious to the needs of each Society concerned. There were nearly a thousand children in these shelters at one time last year. The shelters should assuredly be decent affairs. The Commission suggests that where the Provincial Superintendent is not satisfied, he should be authorized to specify what he wants, and if there is delay or insufficiency in action in regard to what he specifies, he should be authorized to order the work done, and to charge the cost to the Municipality.

On June 30th, 1930, over eight hundred children were in care in the Shelters of the Societies in this Province.

We urge that, though indeed private agencies, the shelters and shelter facilities should be brought under the same Inspection Branch as all other public and charitable institutions. This suggestion is made on the assumption that these services are themselves to become effective and less perfunctory.

As regards maintenance of the shelters, the Supreme Court of the Province has held that "reasonable sum" in this legislation should be interpreted to mean the actual cost of maintaining such child, providing this cost can be shown to be reasonable. The judgment held that "reasonable costs" included not only food, clothing, shelter, care and incidentals, but supervision services and overhead expenses.

### A CHILDREN'S AID TAG-DAY

A Provincial "Tag-day" for Children's Aid Societies might be desirable, not so much in the mere matter of raising money, as in the stimulation it would give to the strength of the Societies. The publicity of the appeal and the necessary preparation and the enlistment of an army of volunteer workers and collectors, would promote interest in the Societies in a way hardly to be attained by any other sort of appeal.

We recommend the consideration of this at the next conference of Children's Aid Societies.

### PRIVATE MATERNITY HOMES AND PRIVATE HOMES FOR INFANTS

An anomaly exists in Toronto and possibly elsewhere in regard to Private Maternity Homes and Private Homes for Infants. Civic regulation of such institutions in Toronto is more stringent than the Provincial regulation of such institutions when given the status of private hospitals. Two questionable conditions ensue. One is the Private Maternity Homes and Private Homes for Infants which wish to escape the civic regulation, can do so by getting themselves listed as hospitals under Provincial inspection. Another condition is that if the Superintendent of Neglected and Dependent Children should place a child in a home, even if that home is not up to the civic standard, the city can not interfere.

We think that the law should provide that whenever civic or municipal regulation calls for a better type of home, in the judgment of the Provincial Inspector of Hospitals, than the Provincial regulation requires, the municipal regulation should govern.

### DEFINITION OF A "NEGLECTED CHILD"

In the Children's Protection Act, which has been built up through thirty-seven years, the following is the definition of a "neglected child":

(i) A child who is an orphan and who is not being properly cared for by anyone, or who is brought with the consent of the person in whose charge he is to the judge, to be dealt with under the provisions of this Act;

(ii) A child who is abandoned or deserted by his parents or only living parent, or who is deserted by one parent and whose other parent is unable to maintain him;

(iii) A child whose parents, only living parent, guardian, or other person in whose charge he may be, cannot by reason of disease, or misfortune, or infirmity, properly care for him;

(iv) A child whose home, by reason of neglect, cruelty, or depravity on the part of his parents, guardian or other person in whose charge he may be, is an unfit and improper place for him;

(v) A child found living or associating with a thief, drunkard, vagrant, prostitute or other dissolute person not its parent or living in or frequenting a house of ill fame;

(vi) A child found begging or receiving alms in a public place or

carrying on a street trade contrary to this Act, or loitering in a public place after 9 o'clock in the evening after being warned as provided by section 15;

(vii) A child who with the consent or connivance of his parent or parents commits any act which renders him liable to a fine or to be sent to any prison or reformatory institution under any Dominion or Provincial Statute or Municipal By-law;

(viii) A child who by reason of inadequate parental control is delinquent or incorrigible, or who is growing up without salutary parental control or under circumstances tending to make him idle or dissolute;

(ix) A child who without sufficient cause habitually absents himself from his home or school;

(x) A child born out of lawful wedlock whose mother is unable to maintain him;

(xi) A child whose parents neglect or refuse to provide or secure proper medical, surgical or remedial care or treatment necessary for his health or well-being, or who refuse to permit such care or treatment to be supplied to the child when ordered by competent authority.

(xii) A child who is not being properly cared for and whose only parent is serving a term of imprisonment and who is brought, with the consent of the person in whose charge he is, to the judge to be dealt with under this Act;

(xiii) A child who by reason of ill-treatment, cruelty, continual personal injury, grave misconduct or frequent intemperance by or of either of his parents or his guardian or other person in whose charge he may be, is in peril of loss of life, health or morality.

A close analysis of these definitions will bring out one inescapable conclusion, namely, that they do not all accurately apply to a "neglected child," but that as they have been gradually extended, with the broadening tendencies of modern social work, they contemplate help to the child who not only is actually neglected or in danger of being neglected, but who really requires "protection and care," or in other words, who needs better protection and care than his own parents, guardians, or those in whose custody he is, can provide. It is essentially proper guardianship that he needs, and if he needs it, as described within these clauses, the Children's Protection Act provides the machinery for so ascertaining. It is, therefore, evident that this old and narrower definition of a "neglected child" here, and throughout the Act, is not only a misnomer, as applied to the groups of children described, thereunder, but that it no longer accurately interprets the purpose and nature of the protection contemplated under the Act. Why not simply "Child in need of help"?

### CHILD NEED

Children in need of help in Ontario may be considered under the following heads:—

1. The "Neglected" Child of Married Parents, who is Normal in Mind and Body, and made a Ward of a Society.
2. "Non-ward" Children supervised by a Society.
3. The Normal Child of Unmarried Parents.
4. The Normal Child of a Widowed Mother.
5. The Normal Child of a Deserted Mother.
6. The Normal Child of a Prisoner.
7. The Mentally Defective Child.
8. The Epileptic Child.
9. The Delinquent Child.
10. The Child Physically Handicapped, which is dealt with in the next section of this Report.



All considerations which follow refer only to the child whose parents are of too limited means to care wholly for a child themselves. In every case where parents have any means at all they should be required to contribute to the cost of their child when taken in charge by public agencies.

# 1. THE "NEGLECTED" CHILD OF MARRIED PARENTS, WHO IS NORMAL IN MIND AND BODY, AND MADE A WARD OF A SOCIETY

A normal child in Ontario in whose case need of public help exists, is cared for by the Children's Protection Act. The Act is an admirable one which has been improved throughout nearly forty years. Child Welfare agencies in the Province do not suggest any changes in principle. There are, however, some problems in administration.

The Act operates by means, chiefly, of Children's Aid Societies.

These Societies are purely voluntary, except that each has a paid Officer, or Officers, and that each is aided by Provincial or Municipal money.

The link between the Children's Aid Societies and the Government is maintained through a Provincial Officer, the Superintendent of Neglected and Dependent Children. And, in any municipality where no Children's Aid Society exists, the Superintendent can act directly in the same way a Society would.

The Act operates thus:—

If a child under 16 years of age is considered by anybody to be in need of care, other than that of his parents or relatives, and is in the condition described in the definitions of the Act on pages 52 and 53 of this Section, a Children's Aid Society can, without warrant either through its own officer or by any policeman, take the child into custody for a week. To shelter the child for the moment, each Society should have a temporary home. Every city or county council must by law provide such a shelter, and must maintain it. Within a week, however, unless returned to his home by the Society, the child must be brought before a judge. The judge may order one of three things:—

(a) That the child be returned to its parents subject to inspection and supervision by the Society.

(b) That, if found to fall within the definition of the Act, the child be committed to the custody of the Society for a period up to twelve months. (Temporary Ward).

(c) That, if found to fall within the definition of the Act, the child be committed to the custody of the Society until 21 years of age. (Permanent Ward).

In either of the two latter cases, the child becomes a "ward" of the Society and all parental rights cease as from the parent, and rest entirely in the Society, and in this case the law provides that the judge shall order the cost of the child's maintenance by the Society to be paid by the municipality to which the child belongs.

A Children's Aid Society can thus legally compel a Municipality to pay for a child's maintenance so long as the child remains a ward of the Society.

If a ward is held only for a year, great importance attaches to subsequent outside follow-up work, which emphasizes the need of trained social workers.

The proper aim of a Children's Aid Society in this connection should be, of course, to relieve a Municipality as soon as possible, of the cost of paying for a child. This can best be done by finding a foster home for the

child. Much splendid work of this kind is done by the Children's Aid Societies of the Province, but sometimes there is much delay in getting a child placed in a foster home. If so, it is a question whether the Society or its Executive Officer is efficient.

The contribution the Provincial Government makes to the cost of the work of the Children's Aid Societies is limited to two things: (1) The Province provides a Provincial Superintendent who oversees the whole work and a Central Officer and Staff; (2) The Province pays a fixed amount towards the salary of a Local Inspector for each Children's Aid Society. This amount ranges from \$1,000 a year in large cities to lesser amounts a year in less populous centres. These amounts are supplemented by each Children's Aid Society out of its own funds, obtained by private subscriptions.

The Children's Protection Act is so broad and complete in its provisions that only minor amendments or additions have been suggested at any of the hearings or inquiries we have held.

In the case of many of the Children's Aid Societies at present, dependence is placed by a Society upon an arbitrary annual grant from a county or city. This seems to be a mistake on the part of a Society. A Society is entitled by law to receive maintenance for its wards, whatever the cost is. If the accounts of a Society are properly kept and audited, a clear statement of cost of ward children can be given to the Municipality, and there will be no misunderstanding on any side, whereas an annual arbitrary grant is simply guesswork, and may be unfair to either a Society or a Municipality.

## 2. "NON-WARD" CHILDREN SUPERVISED BY A SOCIETY

The Children's Protection Act specifies clearly the manner in which children committed to a Society as wards shall be dealt with and maintained. (See classes (b) and (c) previously specified). The Act, however, is silent as regards children who are not committed as wards, (see class (a) ), but who nevertheless receive supervision by a Society. This class is a large one.

In so far, however, as a Children's Aid Society cares for and maintains children who are *not* committed to it by the Court, its service is similar to that of any other children's institution, home or orphanage, and should be on the same basis, in reference to public support for these children, as any other private charity. The Children's Aid Society surely should receive similar support; and your Commission recommends that this support be given on a basis which will allow a Society to apply the aid in the home of the child, if that should seem desirable.

Also, that the present Provincial grant of 5 cents a day given to orphanages, be increased to 10 cents a day, and that Children's Aid Societies be entitled by law to charge another 10 cents a day to the Municipality from which a child comes. Since the present scale was first established, money has decreased in value.

There will be children also, whose Municipal residence cannot be established and who are not accepted by the Province; children who cannot be made wards because of some legal difficulty, but must have care; and children born out of wedlock, whose mothers do not want to surrender them, but cannot entirely support them, or being able to pay a considerable portion of their actual maintenance cost, rely on the Society for home finding and supervision. Every Society will have considerable numbers of these pathetic little children in their care, and looking to them as their only parents, in fact, if not also in law, from whom must come any and all the care, affection, training, education, protection, and home life that they will ever know, and, for means to provide this large group with this care, the Society must rely on the generosity of private charity. The Province should aid as recommended above.

This group will include some children whose admission to the care of the Society is arranged by their own parents or relatives because of some temporary need. The Ontario Act allows the payment of maintenance, at not more than \$1.00 a day, by the Municipality for such children, if the Municipality has so agreed in writing. Perhaps to encourage this is not desirable; certainly not for more than a limited period, if the child is taken out of its natural home.

### *"Religion" in Children's Protection Act*

Section 26, sub-section 3 of the Children's Protection Act, deals with the disposition of a child about whose religion there is doubt.

The aim is that the Act shall not be used for proselytizing in the interest of any faith.

A difficulty arises in ascertaining what test shall be applied as to faith. Section 26, sub-section 3 specifies that a legitimate child shall be deemed Protestant if the father is a Protestant; Roman Catholic if the father is a Roman Catholic. That an illegitimate child shall be deemed to be of the religion of its mother.

The Act seems satisfactory to everybody so far as it goes.

But sometimes a difficulty arises where a child is old enough to have a conviction of its own, in conflict with the present provision of the law.

All children must come before a judge before being disposed of to an institution or Society.

The Commission recommends an addition to sub-section 3 of Section 26 to some such effect as the following—

"Provided that, if a child has been brought up in a religion other than that of the father (or the mother, as the case may be), and in the opinion of the judge is of an age and condition to decide for itself, the judge may consult the child and determine whether it is to be deemed Protestant or Roman Catholic."

### 3. THE CHILD OF UNMARRIED PARENTS

In the case of a child borne by an unmarried girl, the existing law of Ontario provides that the father shall pay something for the maintenance of the child.

Two shortcomings exist—one in the law; one in the administration of the law.

The shortcoming in the law is involved as follows—

A reputed father is asked to pay. He may allege that the girl had to do with other men. To establish his allegation, he may get some acquaintance to assert having also had connection with the girl. In such a case, both are free of liability. The present law should be added to, making both men, or more if concerned, liable to pay a share towards the cost of maintenance of the child. This is the law in several other Provinces of Canada.

This is an important matter. Not merely ought there to be endeavor to make responsible every man who ought to be made responsible, but the absence of paternal support for an illegitimate child tends to throw an unfair burden upon all child welfare organizations within the Province. There were 1,886 cases of unmarried mothers having children in Ontario during the year ending October 31st, 1929. Settlements by men were secured in only about one-fourth of these cases. Thus, in about 1,400 cases, support for the children who ought to have been supported by their fathers must nearly all have been thrown upon the general charities of the Province.



Several Provinces of Canada, namely, Manitoba, New Brunswick, Saskatchewan and Prince Edward Island, have "dual paternity clauses" in their Statutes on this subject. These are stated to work excellently. Liability for maintenance of a child has been found to be a great deterrent to the casual "swearing away" of a girl's character "to help a friend."

In Ontario, 8 out of 24 cases (the files of which were examined), which went to court during the fiscal year ending October 31st, 1929, were dismissed by the judge on the ground of possible dual paternity; while out of 50 cases (the files of which were also examined), which were closed for lack of corroborative evidence by the Central Office, during the same period without appeal to the court, 18 were closed because investigation had shown that the defence could successfully advance the plea of dual paternity.

The Manitoba Act, which permits fixation of dual paternal responsibility for the maintenance of a child, has been in force for five years. The following is an excerpt from a letter of Judge F. A. H. Hamilton, of the Juvenile Court of Winnipeg:—

"The particular provision with respect to the children of unmarried parents about which you refer, is the provision in the Manitoba Act which makes it possible to take action against two or more persons, any of whom may be the possible father of a child born out of wedlock. In administering the provisions of the Act dealing with children of unmarried parents, I have found this provision to be exceedingly valuable.

There have been a number of cases where more than one person was charged, and although I myself have not made an order against more than one man, orders have been made by other magistrates in the Province of Manitoba. The provision contained in this legislation has, however, very greatly assisted us when dealing with cases where only one man was charged. Heretofore I understand it was a common practice for the defendant to procure one or more witnesses who, after getting the protection of the court, would admit improper relations with the informant, which made it very difficult to secure a conviction against the person charged. Since the enactment of the special provision regarding one or more persons, there has not been any difficulty of this kind, so that the provision has been an exceedingly valuable one."

It is the unanimous opinion of all interested in social work in Ontario from whom we have heard, that there should be similar legislation in Ontario.

In connection with this subject, there is a serious shortcoming in the administration of the present Ontario Act.

The shortcoming in administration is that, at present, agents of the Children's Aid Societies are used to collect the money charged to reputed fathers, without sufficient provision being made for the collection service. Some agents do well, some don't, and most are burdened with work which they either ought not to have to do or ought to be assisted with. The amount collected last year under the present maintenance law came to \$126,558.49 and probably, should have been considerably larger. Collection at present is the duty of the Superintendent of Neglected and Dependent Children, who uses officers of Children's Aid Societies to help him, but it would seem desirable to have a special officer whose sole duty it would be to promote and enforce such collections. There were, as previously stated, 1,886 cases of unmarried mothers having children in 1929 in Ontario; and settlements by men were secured in only about one-fourth of these cases.

#### AN UNFAIR BURDEN

By Order-in-Council, the agents of Children's Aid Societies are named "Local Officers" to enforce collections against reputed fathers of illegitimate children. But no additional staff or money was, or is provided, except for the City of Toronto, where a Provincial staff does the work. The general result elsewhere is most unsatisfactory. The Children's Aid Societies, not of their own seeking, have found themselves heavily burdened with responsibilities that are declared to be very seriously injuring the primary children's

aid aspects of their work. Few of the societies are equipped to handle adequately their own heavy loads, and such an intolerable burden is created by the enforcement of this Act, that little more than the legal and collection aspects of their work can be considered. The work done is mostly detective and legal, compelling fathers to support their children born out of wedlock. It makes little or no appeal to the emotions of the giving public on whom the societies rely for support. In fact, even the actual care and case-work for the unmarried mother and her child, often fail to enlist the full support of the general public, who refuse to include the "transgressors of the moral code" in their benefactions. So, all this work adds heavily to the societies' burdens, but nothing to their contributions or appeal. There is no provision or warrant in any statute compelling the local societies to have this work done by their agent. The work was loaded on them, and doubtless accepted without protest because of belief that the Province would arrange for "ways and means."

There may be argument for the view that the Children's Aid Societies should do this work, but such argument can only be good if more assistance is given to the societies to do it.

Also, in connection with such work, whether done by a special officer or by the societies, it should be accepted as axiomatic that intimate service of help, advice, guidance and close personal counsel for the unmarried mother requires the services of a woman worker just as much as the legal and collection end of the work may require men workers, in most instances.

#### 4. THE NORMAL CHILD OF A WIDOWED MOTHER

In the case of a mother widowed with two children under 16 years of age, or with one child under 16 and another over 16 in the home, the Mothers' Allowance Act provides that she may receive a monthly allowance from the Province. The law prescribes that the mother must be a British subject. But she may not be a British subject, whereas her children may be British by birth. A case of this kind should be eligible for assistance.

The present citizenship clauses require that the mother must be a British subject, or the wife of a British subject by birth or naturalization. It is pointed out that this reservation actually excludes from allowance children who may themselves be British subjects, *e.g.*, children themselves born in Canada of foreign-born parents who have not been naturalized. It seems unjust to admit to allowance children born outside Ontario and Canada, naturalized by their parents' naturalization, and to exclude children who are themselves British subjects by birth.

#### 5. THE NORMAL CHILD OF A DESERTED MOTHER

A deserted mother may receive a judgment to compel her husband to make her an allowance, but there is no financial provision to enforce the law. Such is desirable.

No funds are available to locate and apprehend a deserter. Generally, such a man has moved to another locality. Again, the absence of reciprocal enforcement arrangements with the other Provinces also makes it impossible to return a man from one jurisdiction to another, under the Deserted Wives' and Childrens' Act.

It is suggested for consideration that the apprehension of deserters under whatever legislation might be adopted, should be specifically assigned to the Provincial Police, as part of their duties.

It is further suggested that Ontario take the initiative in seeking reciprocal enforcement arrangement with the other Provinces of Canada, especially with Quebec and Manitoba. A draft bill, which has been prepared



and circulated among the various social agencies in Canada, and has been studied by them, should be given consideration.

## 6. THE NORMAL CHILD OF A PRISONER

Very often the worst sufferers owing to the conviction of a man for an offence against law are the man's wife and children. Every effort should be made in the jails and reformatories to utilize the prisoner for paying work, and give the pay to his family.

Provincial authorities might consider the wider adaptation of the "extra mural permit system" for the employment and payment of prisoners which this Province has been applying with marked success for the last nine years. This is the only effort of exactly this kind which has been attempted in North America.

During the nine years in which the system has been in operation in Ontario, some 1,900 prisoners, of whom between 900 and 1,000 were married men, have been working outside the institutions of incarceration. The custodial failure has been about five per cent.; the average wages earned each year have been about \$57,000. The average yearly amount saved the Province (*i.e.* custodial costs, etc.) by this system has been about \$23,000. Many of these cases have been cases of prisoners committed for non-support.

Both in respect to "extra mural employment" of prisoners and to the payment of prisoners for labor within an institution, one must emphasize the necessity of careful adjustment in the interest of the ordinary workman employed in the community at large, and recommend that any system evolved for the Province, should be worked out only by adjustment and by guarding of the standards of wages and hours in the community.

## 7. THE MENTALLY DEFECTIVE CHILD

Consideration of the problem of the mentally defective child is set forth in our Report dealing with the Mental Hospitals and Allied Subjects.

In brief, the child if idiotic, that is, below an Intelligence Quotient of 50, should be cared for in the Ontario Hospital, Orillia. If the child is not idiotic but capable of being trained, the training should be done in cities and towns in Auxiliary Classes in schools, while the children from School Sections in which such classes could not be maintained, should be cared for in residential Provincial Schools, the immediate establishment of which we recommend; the cost of which should be borne partly by the Provincial Government; partly (and mainly) by the municipalities from which the children come.

In respect of both Auxiliary Classes and Provincial Institutions, there should be trained social workers to aid trained defectives to establish themselves in life.

## 8. THE EPILEPTIC CHILD

Epileptic children, whether defective or normal, should be cared for in a Provincial Institution.

The present excellent Ontario Hospital at Woodstock, can be developed to any desired extent to care for such children. The problem is simply one of extension.

The cost of inmates of the institution should be charged in part to the Government, in part (and mainly) to the municipalities from which inmates come.



## 9. THE DELINQUENT CHILD

The case of normal children in regard to whose behaviour police action becomes necessary, is discussed in the subsequent section of the Commission's Report dealing with the Corrective Institutions of the Province, which include the Industrial Schools.

### PRIVATE INSTITUTIONS

As indicated, the Children's Aid Societies concern themselves chiefly with children in need of care and protection within the meaning of the Children's Protection Act, and with the preventive work implied under that legislation. In other words, they deal especially with the need of the child, who may require outside intervention to assure his adequate and wholesome guardianship. But in addition to the children, whom they "apprehend," the Children's Aid Societies deal with a great volume of children, simply "admitted" to care, on the application of their parents or guardians. This aspect of their work is in little respect different from that of the ordinary Children's Home or Orphanage.

The Children's Home or Orphanage, however, is distinct from a Children's Aid Society, in that the former organization has none of the legal powers of apprehension or commitment through the courts, enjoyed by the societies. The orphanages, homes, etc., are wholly private organizations, privately established, operated and financed, each under its own charter of incorporation. Unless incorporated by private Act of Legislature, they enjoy no special powers or privileges beyond those contained in their charters. They admit children to care on such terms and conditions as their own executive managements prescribe. Payment is arranged in respect to each case, and guardianship powers and privileges are such as are conferred on them in their own special legislation. Otherwise the guardianship exercised is not strictly legal guardianship but corresponds to the "indenture" relationship. It is "care and custody" rather than legal guardianship. The children remain in the legal guardianship of the original guardian, unless legally transferred by court order. There is no statutory rate of maintenance from provincial or municipal authorities, as in the case of Children's Aid wards; any moneys paid either in lump sum grants or on a per diem basis from these sources being fixed solely on arbitrary lines, and being entirely a matter of public generosity.

If guardianship rights over a child are desired, it is usual for the Home or Orphanage having the child in care to apply to have the child made a ward of the Children's Aid Society, giving notice thereof, as required under the Children's Protection Act. The Children's Aid then collects the maintenance, to which it is entitled by statute, and pays for the child's care wherever it is placed. In this way, many Children's Aid wards are "boarded" in these homes or orphanages even in centres where there are Children's Shelters. In many centres, the Children's Aid Societies definitely plan not to provide care themselves for babies, but to board them in private homes, or in the care of Infants' Homes, under this arrangement. The principle of this whole arrangement is that one group of voluntary organizations only,—the Children's Aid Societies—is legally recognized and empowered to intervene in the care and protection of children in the Province, and to assume legal guardianship of such children on court commitment. Logically, therefore, they are the only group of agencies, with such children in care, in respect to the maintenance of whom, public liability is statutorily prescribed. On the other hand, the field is left open for the voluntary admission to the care of the orphanages, etc., of all children, whose immediate need does not involve the determination of guardianship. Yet, by a workable co-operative arrangement, this need can be met by the societies helping the home out, on request.

In any case, we are of the opinion that guardianship should in such instances reside with the Children's Aid Societies and that no transfer or renunciation be permitted without the consent of the Department of the Government under which such matters come.

### INFANTS' HOMES, HOSPITALS AND ORPHANAGES

There are in the Province at the present time thirty-two institutions which fall within this category. Of these, five are Infants' Homes—two of these five have Infants' Hospitals, each of which is operated as a separate institution, but under the same board as the Infants' Home with which it is associated; twenty-four are Orphanages or Homes; three are Refuges, which admit children.

The total number of children of varying ages given care during the year ending September 30th, 1929, was 5,474. Of these, 2,556 remained in residence on September 30th, 1929. In nearly all of these agencies, the children are maintained within the institution, but in two or three instances, notably the Infants' Home of Toronto, and the Protestant Children's Home, Toronto, the principle of private home care has been developed with the result that their children are practically all placed out in private family homes.

In the case of the Infants' Homes, generally their problems are definitely related to those of unmarried parenthood, and to the social problems of whether the mother should keep her child, or be allowed to place it elsewhere as soon as she desires.

The so-called Infants' Hospitals in some instances are merely infants' homes or maternity homes giving little hospitalization service. It would seem worthy of further inquiry, whether any infants' hospital should be recognized unless it conforms in all particulars and requirements to the minimum standards required for hospitals in general.

All these agencies receive from the Provincial Government, five cents per diem per capita in respect to all children in care, and ten cents per diem per capita in respect to adults (*i.e.* mothers). They are also subject to Government inspection as to plant and equipment. We respectfully suggest that even though these are private agencies, by virtue of the fact that they operate under public statute, and are in receipt of public aid, they should be brought into a closer supervision relationship to the Department of the Government, having charge of such matters.

It is therefore suggested:—

(1) That the inspection services for these agencies be strengthened and specialized and include advisory services on such phases as records, dietetics, recreation, etc.

(2) That any such agencies in receipt of public aid should be required to submit to the Provincial authorities for approval, their policies and provisions for admission of children to care, to the end that the public authority may be satisfied that due and proper family welfare and investigation services precede admission.

(3) That the same procedure be followed in respect to their home-finding and child-placing services.

### *Finances*

(4) That in view of the fact that all scales and costs have greatly increased since the present arrangements were adopted, that the Provincial payment schedules to these agencies be increased 100 per cent. and that the municipality pay an equal amount, but that the institutions be rendered subject to such conditions as to administration, admission and discharge policies, as may be evolved by the Department of the Government having charge of such matters.

*Expansion*

(5) That in view of the wide extent of services now available in Ontario, and the comprehensive nature of the Children's Aid powers and legislation, that no further charters be issued to similar undertakings until conference has been held, in each case, with the Department of the Government and it is agreed that this service cannot be met from existing agencies.

## SUMMARY

Your Commissioners beg to recommend as follows:—

1. That the term "neglected and dependent children" be changed to "children in need of help."
2. That the Government of the Province should call annually a conference of representatives of Children's Aid Societies.
3. That the Government should pay the salaries of executive officers of the Children's Aid Societies.
4. That a superannuation pension system be established for executive officers.
5. That legal provision be made to enforce provision and maintenance of adequate shelters by municipalities for the use of Children's Aid Societies.
6. That Private Maternity Homes and Private Homes for Infants must measure up to civic regulation if these exceed provincial regulation.
7. That for non-ward children under supervision of Children's Aid Societies, the same public grant shall be payable as is given to orphanages, and that this grant may be payable if the child is in any home, its own or another.
8. That the Provincial grant payable to orphanages and other private charitable institutions be increased to ten and twenty cents a day, and a similar municipal payment provided for by law.
9. That the Unmarried Parents' Act be amended to provide for responsibility by more than one reputed father if judicial investigation should so determine the responsibility.
10. That a Provincial Officer be appointed on the machinery constituted with the duty of enforcing the Unmarried Parents' Act.
11. That a child, British by birth, should qualify a mother for Mothers' Allowance.
12. That provision be made to enable enforcement of a judgment against a husband for desertion.
13. That effort should be made to utilize prison work for the benefit of a prisoner's family.
14. That the Children's Aid Branch be reorganized.



SECTION V.

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HANDICAPPED  
CHILDREN



## V.—HANDICAPPED CHILDREN

According to estimates obtained by your Commissioners from sources which they believe to be well-informed, there are in Ontario, handicapped classes in numbers, probably something like the following:—

Crippled Children . . . . .	6,000 to 7,000
Blind (not children only) . . . . .	2,000
Deaf or dumb (not children only) . . . . .	3,000

Exact details are not ascertainable, but assuredly great need exists for humane action, which already is operating generously under Rotary and Kiwanis Clubs and other social agencies.

### GENERAL OUTLINE

1. A handicapped child for the purpose of these recommendations, shall be taken to mean any child, resident within the Province of Ontario, who is not more than 18 years of age, and who has a physical defect which if uncorrected, would militate against his normal social relationships and his ability to become self-supporting, and would depreciate his value as a citizen.

2. There should be a Branch for Handicapped Children in one of the Government Departments.

3. The purpose of the Branch for Handicapped Children would be to prevent crippling among children, and to provide or arrange for adequate care for children who are, or who may become crippled, or who are or may become blind, or deaf or dumb, and whose parents or legal guardians are unable to provide such care.

4. There would be established a central registry within the Branch, for the purpose of: (a) recording particulars concerning children already handicapped, or likely to become so handicapped, in order that suitable treatment may be secured for them; (b) gathering statistical data regarding causes and extent, and the racial, geographical and other factors pertinent thereto.

5. It is suggested as a desirable manner of operating that there should be provided, as an integral unit of the Branch, a staff of ten graduate nurses, one of whom would be the supervisor. With the exception of the Supervisor, each nurse would be assigned to a district, and would, within that district: (a) follow up each case reported to the Central Registry, in order to make sure that adequate medical care would be secured for the child; (b) initiate county and district surveys and clinics and obtain community support for these activities; (c) by various means arouse public interest in the problem of the handicapped child; engage interest in measures of prevention and give information as to facilities for correction; (d) follow up cases discharged from hospital and instruct parents in therapeutic measures and general hygiene.

6. The following districts are suggested:—

1. Prescott, Stormont and Glengarry, Russell, Carleton, Lanark, Renfrew, Dundas and Grenville Counties; headquarters, Ottawa.
2. Leeds, Frontenac, Lennox and Addington, Hastings and Prince Edward Counties; headquarters, Kingston.
3. Victoria and Haliburton, Peterborough, Durham, Northumberland and Ontario Counties; headquarters, Lindsay.
4. Muskoka, Simcoe, Dufferin, Grey and Bruce Counties; headquarters, Barrie.
5. York County; headquarters, Toronto.
6. Brant, Wentworth, Norfolk, Haldimand, Peel, Halton, Wellington, Waterloo, Lincoln, and Welland Counties; headquarters, Hamilton.
7. Oxford, Perth, Huron, Middlesex, Lambton, Essex, Kent and Elgin Counties; headquarters, London.
8. The Districts of Nipissing, Parry Sound, Manitoulin, Sudbury, Temiskaming and Cochrane; headquarters, North Bay.
9. Algoma, Thunder Bay, Kenora and Rainy River; headquarters, Port Arthur.



7. The Ontario Society for Crippled Children, the Associations for the Blind and the Deaf and Dumb, would co-operate in carrying on general education relating to prevention of crippling, etc., and would act as interpreters between the Branch for Handicapped Children and the public. In so doing, publicity would be given the work of the Branch.

#### DETAILS OF SPECIFIC SERVICES

##### (a) *Discovery*

1. Legislative provision should be made for the compulsory notation on birth certificates of visible physical defects and abnormalities. These should be forwarded to the Registrar General, who should notify the Branch for Handicapped Children.

2. Provision should be made annually for a survey and a clinic in each county and district.

3. School teachers should note physical defects among their pupils and make enquiry regarding other handicapped children in their school sections who do not attend school, and report annually to the Central Registry on forms provided for this purpose.

##### (b) *Clinical Examination*

1. All children known to have physical handicaps should be brought together at the annual clinics for examination by competent orthopedic surgeons.

2. The orthopedic surgeons to take charge of clinics would be selected by the Minister.

3. The assistance of all individuals and organizations in each county or district should be enlisted in the setting up of the clinic. Wherever it is generally acceptable the clinic should be operated under the auspices of some competent agency such as a service club or a Children's Aid Society. The successful experience of such agencies in arranging clinics in the past should be followed as closely as possible. This experience shows that the proportion of crippled children attending clinics depends largely on the completeness of the mobilization of community resources.

4. The clinics should ordinarily be held in hospitals which are in receipt of Government assistance.

5. The results of the examination and the surgeon's recommendations would be filed with the central registry, the family doctor, the medical officer of health and the school inspector.

##### (c) *Treatment*

1. Whenever possible, treatment should be carried out locally.

2. If, in the opinion of the clinician, local facilities are inadequate to the requirements of particular cases, he would refer such cases to the nearest hospital or treatment centre possessing proper and adequate facilities.

3. When transportation of children to or from hospital is recommended by the examining surgeon, and the cost of such transportation and that of necessary attendants cannot be provided from any other source, it may be provided from the funds of the Branch for Handicapped Children on the authority of the Department.

4. The Hospitals and Charitable Institutions Act should be amended or other suitable provision made so that: (a) payments to hospitals for treatment which has been recommended by one of the examining surgeons and authorized by the Branch for Handicapped Children should continue during the entire length of stay of the child; (b) payments should be made by municipalities when they cannot be made by the parents or guardians without

reducing the scale of living of the rest of the family below the poverty line; (c) the cost of necessary prosthetic appliances, ordered by one of the examining surgeons, when the parent is unable to pay, may be added to hospital bills as a proper treatment charge, and should be paid for as follows: seventy-five per cent. by the municipality in which the child is resident and twenty-five per cent. by the Department.

5. Whenever a municipality claims that it is unable to meet such expense as may be imposed by treatment costs, the Director of the Branch for Handicapped Children should make an investigation and a written report to the Minister. If, in the opinion of the Minister such claim is supported by the circumstances, he may authorize payment from the funds of the Branch, of whatever amount he may decide to be necessary in order to assist the Municipality.

#### *(d) Education*

1. Whenever possible children should attend their regular school classes.

2. Every School Board should be required to assist in providing facilities for the education of physically handicapped children.

3. When special facilities are required they should be provided in either one of the following ways: (a) suitable facilities for individual children attending the regular school classes; (b) an orthopedic class as provided for in the Auxiliary Classes' Act.

4. Such special facilities as referred to in paragraph 3 (a) (next above) should include transportation and equipment such as special seats or desks where recommended by the examining surgeon and authorized by the Inspector of Auxiliary Classes and should be paid for by the School Board in the section in which the child is resident and fifty per cent. of the cost (not to exceed, say \$50.00 in any one year for any child) should be made as a grant by the Department of Education to the local School Board upon the recommendation of the Inspector of the Inspectorate in which the school is situated.

5. When such a class as referred to in paragraph 3 (b) (second above) has been established, nearby school sections would be enabled to send children to this class. If, in the opinion of the Inspector of the Auxiliary Classes, the distance and the condition of the child warrants, arrangements may be made for the child to be boarded near a school in which such class is established, and transported from his home thereto on Monday and returned to his home on Friday or Saturday of each week.

6. The extra cost involved under the arrangement described in paragraph 5 (next above) should be paid by the School Board of the section in which the child is resident and fifty per cent. of such extra cost (not to exceed, say \$200 in any one year for any child) should be made as a grant by the Department of Education to the school board on the recommendation of the Inspector of the Inspectorate in which the child is resident.

7. Where circumstances warrant, in the opinion of the Inspector of Auxiliary Classes, two or more school sections should be enabled to unite in the establishment of an Orthopedic Auxiliary Class.

#### *(e) Vocational Training and Employment*

1. In co-operation with the Department of Education, the Branch for Handicapped Children would undertake to make provision for the vocational training and placement in suitable employment of physically handicapped children.

2. When necessary, provision for boarding would be made either as in paragraph (d) 5 or for continuous residence during the school year.

3. The expense would be defrayed as described in paragraph (d) 6.

4. If in the opinion of the administration these arrangements do not take care of the requirements, consideration may be given to the establishment of one or more residential schools for the vocational training of handicapped children, such school or schools to be operated by and under the Department of Education.



SECTION VI.

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THE  
HOUSES OF REFUGE



## VI.—HOUSES OF REFUGE

Reference has been made in the Report on General Hospitals to the need of good inspection of Houses of Refuge. To this may be added the following:—

By law a House of Refuge must be established in a county, or in combined counties.

No such compulsion exists in the case of a city.

Your Commissioners think the law should apply to cities as well as to counties.

Lacking such provision in the cities, many persons who should be inmates of Houses of Refuge, are found inmates of jails, jail farms, homes for incurables and mental hospitals.





SECTION VII.

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THE  
CORRECTIVE INSTITUTIONS





## VII.—THE CORRECTIVE INSTITUTIONS

It is recognized in these days that while for the protection of society, law must provide penalties for misdeeds, the first aim should be to prevent offences, the next to reform offenders; that the idea of mere punishment should be last, and only to an extent unavoidable. This view we fully accept and urge. It is upon this basis we try to consider the conditions of existing Corrective Institutions in Ontario, and to suggest what might be done to improve these conditions.

As suggested in the Introduction of this Report, we neither think it necessary to indulge in moral reflections, nor to present statistics.

### THE SYSTEM

The Corrective Institutions of Ontario are (1) the Police; (2) the Courts; (3) the Jails; (4) the Reformatories and the Industrial Farms; (5) the Industrial Schools.

When an arrest is made by the police, the arrested person, if not granted bail, is committed to a jail or lock-up until he or she can be brought into court for trial.

After trial, if there is a conviction, an offender may be sentenced to detention in a Provincial Institution for a determinate period of less than two years.

If the sentence is for less than three months, a large majority of the offenders go into a Common Jail, where stay is made during the period of the sentence. But from the Toronto Jail, they may go to the Langstaff Municipal Farm.

If the sentence is to a Reformatory, the offender goes to Jail first, but should, by law, be removed promptly to one of the Reformatories. If the sentence is to an Industrial School, the offender frequently awaits transfer in Jail.

The Province has forty-seven Jails with, in addition, the following Reformatories, Industrial Farms and Industrial Schools:—

#### FOR ADULT OFFENDERS—MEN:

- (a) The Ontario Reformatory, Guelph (Provincial).
- (b) The Industrial Farm, Burwash (Provincial).
- (c) The Industrial Farm, Fort William (Provincial).
- (d) The Ontario Brick and Tile Plant, Mimico, usually referred to as the Ontario Clay Plant, Mimico (Provincial).
- (e) The Industrial Farm, Langstaff (under the City of Toronto).

#### FOR ADULT OFFENDERS—WOMEN:

- (f) The Andrew Mercer Reformatory for Females (Provincial).
- (g) The Industrial Farm for Females, Concord (under the City of Toronto).
- (h) The Industrial Refuge, Belmont Street, Toronto (under private management).
- (i) The Home of the Good Shepherd, Toronto (under the management of the Sisters of Charity).

**FOR JUVENILE OFFENDERS—BOYS**

(j) The Victoria Industrial School, Mimico (under private management).

(k) The St. John's Industrial School, Toronto (under the Christian Brothers).

**FOR JUVENILE OFFENDERS—GIRLS**

(l) The Alexandra Industrial School, Toronto (under private management).

(m) The St. Mary's Industrial School (under the Sisters of Charity).

There is also the Boys' Training School, Bowmanville, for boys, not delinquent nor defective.

No special institution for delinquent mental defectives, old or young, exists.

It will be understood that even where any institution is listed above as under private or municipal management, it is nevertheless supported entirely, or considerably by public money. Such institution is under Government control in the ultimate.

The above list suggests that provision is made in Ontario to deal with every class of delinquent (except the mental defective), so far as the accommodation and the equipment of the institutions go.

Also, Ontario legislation respecting Corrective Institutions is unquestionably excellent, and very wide, though needing revision to be brought up-to-date.

What we feel we have to suggest, therefore, as regards the Jails and Reformatories, is as to the nature and extent of the accommodation, the nature and extent of the equipment, and finally, concerning the system (or lack of system) on which the whole is worked.

**A POINT OF VIEW**

Some of the present Corrective Institutions may not be all that they should be, but neither should they be judged from the percentage of ex-inmates who are found serving sentences in penitentiary. It is to be remembered that offenders who get into Industrial Schools and Reformatories, and later into Penitentiaries, were law-breakers to start with, and have persisted in law-breaking after getting out of the Schools and the Reformatories. Such cases will likely say the worst they can about the regimen they have come through, if only to claim excuse for themselves. The better angle from which to estimate the work of reformation would be to investigate as to the proportion of those who go straight after leaving the Schools and the Reformatories. These are by far the greater proportion, if the statement made to us by committees, superintendents and probation officers are to be trusted.

**THE COURTS**

In the ordinary courts of the Province (as distinct from Juvenile Courts) the judge has power to sentence on probation. In other words, instead of a convicted offender being sent to Jail, Reformatory or Industrial School, the judge may allow him to go under the supervision of a Probation Officer.

This judicial option is not sufficiently exercised by many of the ordinary courts. In only one municipality of the Province, namely, Toronto, is there a probation staff. Every court should have probation equipment. The judges should endeavour to use it.

Each Juvenile Court has a probation officer. But a large number of the counties of Ontario have no Juvenile Court. Every court should have at least one such official.

## THE JAILS

Twenty-six thousand persons were committed to Ontario jails last year for either trial or imprisonment.

Several thousand were freed after trial, or dealt with otherwise than by sentence.

The number found guilty of offence and sentenced was close on 18,000.

But whether guilty or not, 26,000 persons spent time in the Jails. Of course, as a great majority of the sentences were for short terms, at no moment was the Jail population as large as the preceding figures might suggest. The average daily number of inmates of Jails was 1,000. The peak was 1,700.

The average stay of a prisoner was fifteen days.

The Jails are the most difficult feature of our social system. They are inferior in nearly every sense of the word. Almost their only merit is that they have four walls inside which people are confined. The forty-seven Jails of the Province are forty-seven places which are as likely to promote offences as to prevent them. Little classification of prisoners exists. Old and young; first offenders and hardened offenders; innocent (unconvicted) and guilty; sane and insane; strong and weak; drunkards, drug addicts and sober, are generally more or less herded together. Little work or occupation is provided in the day time for most of the inmates. The food is poor. The inmates are locked up early in the evening, shut in for twelve hours or more, without lights in their cells. Many prisoners sentenced to Reformatories or to Industrial Schools are kept in the Jails sometimes for weeks before being transferred to the Reformatories or the Industrial Schools. Then sometimes, when being transferred to the Reformatories they are sent out in batches chained together because economy objects to sending a bailiff to transfer a single prisoner somewhere. The Jailers are underpaid; the large Jails understaffed; the small Jails, sometimes with more staff than prisoners. An essential thing is to use these places as little as possible, and to use as few of them as possible.

A far less use could be made of them if (1) the practice of probation were more employed, and (2) if for all first offenders liable to be sentenced to a jail, that is to imprisonment—especially with any extenuating circumstances—judges or magistrates should impose a suspended sentence only. Finally, that the law should declare that under no circumstances should a prisoner sentenced to a Reformatory or an Industrial School remain in the Jail longer than a day or two. Of course, this pre-supposes that there is room in the Reformatories and the Industrial Schools.

In the case of offenders of the drunk and disorderly type, or of tramps sentenced to jail, the law should prescribe hard labor for eight hours a day, even if only breaking stones. At present such offenders usually lie around the jail enjoying themselves. One term at real hard labor would probably destroy a lot of disorderliness and banish a lot of tramps.

But clearing out the Jails promptly means that there must be accommodation available in the Institutions elsewhere.

The Jails Act provides that "before deciding upon the plan of a jail most proper to be adopted," consideration shall be given to "the combining provision, as well for the reformation of convicts, as far as may be practicable, as for their employment, in order that the jail may really serve as a place of correction."

The rules and regulations of the Common and District Jails of the Province specify that "every prisoner *must* be kept employed." And again, "Labor is *compulsory* for all sentenced prisoners." This part of the regulations is generally a dead letter.



The tremendous importance of improving the Jail System is stressed by the fact that of all the sentences imposed in the Province of Ontario last year for law-breaking, no less than 80.5 per cent.—more than four-fifths—were sentences for three months or less. The great majority of these are sentences to Jail only, as distinct from Reformatories or Penitentiary.

One-third of all sentences were for less than thirty days. These would include the majority of first offenders. Yet such offenders are herded for from ten days to a month in Jail often with hardened law-breakers, mostly idle, mostly with little to do but corrupt each other.

To sum up, the Jails are faulty because:—

1. A short term does not give sufficient time for training and discipline.
2. The jails are not fitted for employment or used for exercise. The prisoners get little of either.
3. The person awaiting trial is herded with the one serving sentence.
4. First offenders are mixed up with repeater offenders.
5. Old and young are usually mixed together.
6. Prisoners in the larger jails are locked in their cells without lights for too long periods, principally to save expense of guards.
7. The food is poor, as to variety.
8. The employees are not usually chosen because of qualification, or ability.

### THE TORONTO JAIL

The Toronto Jail, the biggest in Ontario, may be taken to provide a sample of jail conditions in the Province. Usually it holds some 300 prisoners. Each prisoner has a cell. Excepting this, the conditions are bad. There is no medical examination at commitment. A person with any sort of disease is liable to get among the other prisoners. Hardly any work is done. Ten per cent. of the prisoners are used to do domestic work in the institution. The other ninety per cent. are idle as a usual thing. No special provision exists for occupation. In any case, there would be no room for it. The Jail often is over-crowded. The food is poor. There is no variety to it; it is about the same every day in the year, which cannot be helped because the kitchen accommodation and equipment do not permit of varied cooking. The prisoners have not only no work and no play, but no exercise, except an hour's walk at a slow pace around the small Jail yard. Prisoners of all descriptions are liable to lie around in the Jail all day in an interminable conversation. Then they are locked up in their cells at half-past six o'clock to stay there until six next morning. The cells have no lights.

Persons merely committed for trial are held under much the same conditions as convicted offenders.

None of these conditions is the fault of the Chief Officer; they are the conditions of the Jail.

This Jail usually holds about one-quarter of the current jail population of the Province.

It would appear that an innocent person committed to such a jail for even a limited period would have a very harrowing experience, while a first offender would be likely to become worse.

### THE OTTAWA JAIL

To take another sample, the Ottawa Jail is one of the best, which is saying little, in the Province, and it is well and intelligently managed. Yet its conditions suggest how much better should be done with a large jail. Ottawa Jail holds 60 to 70 prisoners on the average. A jail-yard of limited size, though larger than that of Toronto, is the only means of giving occupation or exercise to prisoners. No equipment for occupation exists, except hammers to break stones. A limited number of prisoners are given work at stone-breaking at some seasons.

In the Jail, the cell construction is bad. Most of the cells are only three feet one inch wide. There is no light in the cells except from the corridor outside. Prisoners are locked in at 6.30 p.m. until 6.30 next morning.

No provision exists to enable discrimination between prisoners, young or old, first offenders or repeaters, sane or defective. All mix up together in the jail corridors, sometimes idle all day.

For breakfast the fare every day is porridge and milk, dry bread and tea. For dinner, roast beef or roast pork, boiled potatoes and tea. For supper, porridge and milk, dry bread and tea.

One of your Commissioners saw a dozen prisoners chained together marched through Ottawa streets to the railway station to be transferred elsewhere. Most of them had been in the Jail for weeks awaiting transfer.

Prisoners of the transfer class have occasionally been kept in some jail or other for months because the Reformatories had no room.

### WORK AND THE JAILS

Some of the larger Jails were visited. Full replies to an elaborate questionnaire sent out were received from all forty-seven jails of the Province.

Practically no constructive suggestion came in response to the questionnaire, except that in three or four cases, a reference was made to the difficulty of giving work to prisoners.

J. J. Dundas, St. Catharines Jail, wrote:—

“To suggest employment for prisoners in a county Jail and later be asked to carry your suggestion through with some degree of success, to my mind, will require some serious thinking, while I believe that prisoners should all be made work.

“There should be, to my mind, a farm owned by two or three counties that would be handy to all interested, where workshops, as well as a farm, would employ prisoners on the farm to raise vegetables, beef, bake bread to supply the different county institutions as far as possible, of those so interested.

“Repairs to road-making machinery, waggons, etc., could be done in said shops, which should be a saving to each county.

“Fruit baskets could be made, berry boxes, in fact, anything that would be of some use in any of said counties.

“The employment for women could be looked after in making sheets, pillow-cases, house dresses—on the same basis as males.

“With nearly every police department having automobiles the transportation of prisoners would require very little time from a court.”

W. A. Grier, Owen Sound, wrote:—

“Would suggest that three or more counties be grouped, and a considerable acreage of waste land be secured, either swamp or upland, so long as it could be improved and made to produce. Reforestation could be carried on. Orchards could be planted. Swamps could be drained, arable land could be improved and garden truck could be grown. Short sentence men could be immediately transferred from the Local or County Jail, and their work made profitable, perhaps not in the immediate future, but the generations to come would reap the benefit.”

George Forbes, Woodstock, wrote:—

“In our present situation I do not know of any suggestions that would be satisfactory. Where new Jails are being built provisions should be made for the employment of prison labor:—

"1. Jail could be built on same farm as House of Refuge and prisoners used for farm and garden labor.

"2. Two or three or more counties could build a Jail jointly. It could be centrally situated on farm land, rough land could be bought and reclaimed. One car or truck would transport prisoners to and from County Police Courts. This plan, I believe, could be very beneficially worked out.

"3. Trusty prisoners might be employed on the streets or in a factory and put on their honor to return to the Jail at night.

"4. Female prisoners should be removed by the Province and not left in the County Jails."

### THE REFORMATORIES

As listed at the outset, Ontario possesses 13 Reformatories and Industrial Schools, of one kind or another, and the Boys' Training School, Bowmanville. We have visited all of them except Fort William. Some of our impressions follow:—

#### THE ONTARIO REFORMATORY, GUELPH

The Ontario Reformatory, at Guelph, impresses us as one of the best institutions in the Province. The location is excellent, the territory ample, the buildings first-class, the industrial and other equipment large and well-chosen. The institution is palpably well managed.

The drawback we see is that various classes of offenders—first offenders and repeaters—are together there.

The Commission thinks that as the place is badly over-crowded, radical steps are desirable to enable it to continue to fulfil the fine work which is done there, and recommends:—

1. That the Criminal Insane who are housed in the present main building to the number of over one hundred and ten, should be removed. For these inmates a special building and special grounds should be provided. These inmates ought to be by themselves. They should have special medical attention as well as detention. They cannot be advantageously handled where they are. The Guelph Reformatory should not be in part a Mental Hospital, or if a Mental Hospital is to be carried on in connection with it, proper separation should be made. The space the Criminal Insane occupy can be used at once for proper reformatory purposes. It is more than needed for that.

2. That Guelph should be used for first offenders as far as possible. "Repeaters," mostly hardened offenders, should be sent to Burwash. This would give additional room at Guelph for the best possible purpose.

Guelph Reformatory supplies a large industrial output, which lessens to some extent, the cost of maintenance. This is a condition woefully absent from most of the Corrective Institutions.

#### THE INDUSTRIAL FARM, BURWASH

The Ontario Industrial Farm at Burwash is another of the institutions in which we think the Province may reasonably take satisfaction. It has nearly every recommendation except (a) a deficiency and mistake which it shares with nearly every other Corrective Institution in the Province, namely, its dormitory system and the condition arising therefrom, and (b) its isolation from a population centre. Apart from these drawbacks, Burwash seems excellent. Practically every inmate there does a good hard, useful day's work in healthy surroundings and under clean conditions of life. The discipline is good, yet the general atmosphere is kindly.



Burwash Industrial Farm with its fifty square miles of territory, much of it good soil, offers practically unlimited scope for utility for any sort of penal or reform institution or refuge. The Province, we think, should regard the place as a real asset.

A thing urgently desirable is a good motor road to Sudbury. Burwash is practically isolated at some periods of the year except for one or two trains each way daily at inconvenient hours. Already there is a good road part of the way from Sudbury, but the road should be completed and made first-class all the way. The prison labor could do it. To keep the couple of hundred of people connected with the management of the place, shut off from a thriving town 18 miles distant is not sensible.

The Burwash Farm and the Guelph Reformatory, two competent institutions, not handled at present on any co-ordinating plan, could be made to fit into each other most usefully by restricting Guelph to first offenders, making it primarily a Reformatory, while making Burwash a penal institution for repeaters and hardened offenders. This would relieve the problems at both places. Further, the opportunity at Burwash for extension of detention is unlimited. The fifty square miles of territory can provide any amount of work, and can enable advantageous location of all desired buildings. Burwash has over 400 prisoners. While there should be no thought of building up there a place for thousands of prisoners, with the inevitable evil which is palpable in some huge institutions in some other countries, the place could certainly be advantageously used to a much greater extent than at present.

The present management, we think, is of a fine type.

Burwash, like Guelph, can give a good return annually of agricultural and industrial products.

The following changes at Burwash Industrial Farm are desirable:—

1. In dormitory accommodation. There should be a five-year building programme beginning with an absolutely new addition and every year doing away with some part of the old dormitory. The two and three tier of beds should be done away with and what are known as hospital beds substituted. There should be a space of three feet between beds.
2. The new block should be cells entirely.
3. The remodelled portion should be so built that segregation of the different classes of prisoners could be brought about. This is necessary if any reformatory work is to be accomplished.
4. There should be an addition to the hospital, so that if at any time an epidemic should open, and isolation become necessary, proper isolation would be possible.

#### THE ONTARIO BRICK AND TILE PLANT, MIMICO

The Ontario Brick and Tile Plant, Mimico, familiarly known as the Mimico Clay Plant, is an industrial institution for adult offenders. It is a well-managed institution, giving full occupation nine hours a day to an average of 150 inmates. As the labor required is ninety per cent. unskilled, the place is an ideal one in which to place short-term offenders. There is ample room to extend the accommodation. Also, the production is large and can be used for Government construction anywhere or can be easily sold.

The accommodation should be increased. The place could be used excellently for repeaters sentenced to comparatively short terms.

#### THE ANDREW MERCER REFORMATORY, TORONTO

Usually the Mercer Reformatory for Adult Females has about 160 inmates. A majority of the inmates get useful work in laundry or workshops. Attention is paid to education where that can be given with advantage. The Institution seems to be as adequate as a place of that kind in the heart of a city is likely to be.

A serious embarrassment and injury to the Mercer, as to other institutions visited, is that a percentage of the persons committed are mentally defective.

Your Commission recommends that the Mercer be abandoned and the Reformatory transferred to the Industrial Farm, Concord, which could furnish a basis for a really good institution.

#### THE INDUSTRIAL FARM, LANGSTAFF

The official name of Langstaff is the Toronto Municipal Farm. It was established by the City of Toronto but is partly maintained by the Government. The prisoners, who average about 300, are practically all from Toronto or York County. Maintenance is indirect, inasmuch as the cost is met partly by a direct per capita grant to the city by the Government of twenty-one cents per day, the rest by the City of Toronto.

The City of Toronto claims chief control. The result is not good.

By statute, the superintendent is appointed by the Sheriff of Toronto with the approval of the Lieutenant-Governor in Council. Also by regulations, for which statutory provision is made in the Industrial Farms Act, the Superintendent should have entire charge of the Farm, subject to the direction of the Inspector of Prisons and Public Charities and the Director of Farms under the Department of the Provincial Secretary. But the City of Toronto dictates a large part of the management through the Civic Property Commissioner. The result is a dual control of the Institution, which in our opinion, is bad. This is possibly responsible for the fact that the net cost of the institution now per capita of inmates is double what it was ten years ago.

The prisoners seem contented. Only one escape is recorded in four years, yet escape would be easy. The buildings are good; the place is clean; the food is good, two-thirds of the prisoners are stated to be kept more or less at work. Some of the rest are too old to work or are otherwise unfit.

In our opinion, entire control of this institution should be taken over by the Government, and the staff placed on a civil service basis like that of the reformatories. The institution could then be available for general Provincial use, with the cost of an inmate charged to the municipality from which he comes.

#### THE INDUSTRIAL FARM, CONCORD—FOR WOMEN

Concord Jail Farm for Women is a parallel institution to the Langstaff Farm for Men. In the main, the same comment applies to it, except that there is not so much evil from the dual control. The inmates average 30—practically all from Toronto.

An anomaly is that usually the Concord Farm, which has first-class accommodation for sixty-five female prisoners, holds, usually, less than half that number, while at the same time the Mercer Reformatory is overcrowded. This is absurd. There should be transfers.

The Concord Farm has forty acres of good pasture, has no cows, and buys milk and butter. This does not seem sensible.

Both Concord and Langstaff should have good root-houses where vegetables could be stored for the winter.

#### THE VICTORIA INDUSTRIAL SCHOOL, MIMICO

The Victoria Industrial School at Mimico for delinquent boys, committed under 16 years of age is not a satisfactory institution. The buildings are fair, though old. The amount of ground (62 acres), is hardly sufficient to enable healthy out-door work most of the year for any large number of



inmates. There should be better interior occupational equipment and better equipment for manual training. To some extent the boys are differentiated in three cottage dormitories. There were 243 boys in Mimico in May. Further cottages are needed if the institution is to remain.

A prejudice has undoubtedly been created against Mimico because of statements that many boys from there get into penal institutions later. The criticism is probably considerably unjust. It loses sight of two things. One is that hundreds of boys go out of Mimico; the other is that every one of these hundreds was held to be a serious offender against law before he went in. To expect the permanent reformation of a majority of these would seem optimistic—yet, according to the statement of the Parole Officer at Mimico, two-thirds of the boys who go out, do go straight afterwards. This sounds a reassuring thing. Allegations made that because a certain limited number of boys from Mimico get into penitentiary afterwards, the place must be quite wrong, are not convincing. Some of the boys from an institution caring for hundreds of boys who have been committed by courts of justice, would be likely to be incorrigible—particularly as a percentage of the boys at Mimico are mental defectives.

The condition of maintenance at Mimico is that the Provincial Government pays fifty cents per inmate per day, while another fifty cents is paid by the municipality from which the boy comes. A temptation naturally exists to the management to keep the place as full up as possible, in order to ease financial pressure. This, if not carefully watched, is likely to have the effect of keeping boys in the institution longer than is necessary.

At first only young delinquents under 14 years of age were sent to Mimico. Older ones were sent to another institution at Penetanguishene. Since use of the latter place for such purposes was discontinued, older offenders were sent to Mimico, with the result that the younger delinquent boys are liable to come in contact with older ones with, assuredly, unfortunate results.

Finally, mentally defective boys are often committed to the Industrial School, Mimico. Approximately forty-five per cent. of the boys there now are sub-normal, that is they have an Intelligence Quotient of from 50 to 75, while 1.3 per cent. are feeble-minded, that is, they have an Intelligence Quotient below 50. This is a grave embarrassment to the proper handling of the Institution.

The Commission thinks in general that the condition at Mimico should not be longer tolerated.

If, as we are informed, the present Superintendent, after a long term of faithful service, is desirous of retiring, great care should be exercised in the selection of a successor. The Institution is under the management of a local board. We suggest that if the institution is to be carried on at Mimico, a committee of that board should make a visit to the New Jersey State Home for Boys, Jamesburg, which impressed us as the best we had seen; and that there should be an endeavor to transplant the methods and spirit of the Jamesburg School to Mimico. With the proviso that a vigorous government inspection and supervision be established, also a scientific basis of classifying boys for purposes of parole, the Commission would recommend that there be a more liberal scale of Provincial and municipal support.

A better solution of the whole case would be an entirely new modern institution situated well apart from the city with ample ground around it. Another provincial institution is needed for delinquent defectives, which now number several hundred in the various Corrective Institutions; and perhaps the present buildings and grounds at Mimico could be utilized for that purpose; the normal boys being transferred to a new establishment.



## ST. JOHN'S INDUSTRIAL SCHOOL

St. John's Industrial School holds the same position for Roman Catholic delinquent boys as Mimico does for Protestant delinquent boys. About 150 boys are in St. John's at present, overcrowding the place. It has been subjected to similar criticism as Mimico, on a less scale, being a smaller institution. The Commission was favorably impressed by St. John's. The buildings are old, the grounds comparatively limited, but the management by the Christian Brothers seems good, the atmosphere of the place kindly. About seventy per cent. of the boys leaving the Institution were reported to be doing well. A real need of the place put forward by the Christian Brothers was for good equipment for manual training. We urge this strongly. As regards support, the same conditions apply to St. John's as to Mimico.

The delinquent defectives are a problem here as elsewhere.

The dormitory system at St. John's was cramped, and all in one building, but there seems no possibility of escaping from that except by considerable construction.

Need exists for more accommodation. This could be gained in part by exclusion of mental defectives, which clutter up St. John's as they do every other Provincial Institution.

Better vocational equipment should be provided. St. John's cannot do this on the present limited public support. The Province should do it.

St. John's is satisfied with its present location.

The school is satisfied with its present method of parolling inmates, and believes the results to be good. One of the staff is constantly engaged traveling through the Province visiting boys, checking up, encouraging, advising and protecting them in various ways.

## ALEXANDRA INDUSTRIAL SCHOOL FOR GIRLS

The Alexandra Industrial School for Girls at Toronto, for girls committed under 16 years of age, is an institution owned by a private society. The school receives girls committed for indeterminate periods by courts for delinquency. The accommodation is for 117 girls, but at present there are 130.

The institution receives a Government grant of fifty cents a day for a child from an organized municipality and of seventy-five cents a day for a child from an unorganized district; also it is entitled, in the case of the child from the organized municipality, to charge fifty cents per day to the municipality from which the child comes.

This public money would not support the institution adequately. A gravel pit on the grounds has long carried a considerable part of the cost.

The institution is excellent in every respect, except that it is cramped for room for inmates, and for equipment, and for administration. It is one of the few Corrective Institutions of the Province which does not use the questionable system of big dormitories for the inmates. In regard to kind treatment of inmates yet with good discipline; good occupation; good school classes, cleanliness, good ventilation and good food and, in fact, good aims well carried out, the Alexandra School gives a fine impression.

A grave embarrassment to the Alexandra School is the presence of girls of defective mentality—usually nearly one-third of the whole.

This fine institution, which costs the public approximately \$47,000 a year has had more than 1,200 girls pass through it since its formation. A report upon the 100 girls last passing through shows that sixty-seven of them were, up to one year ago, doing well.

The buildings of the Alexandra School have been erected for a considerable number of years. While in fairly good condition, they are much over-

crowded. The School always hesitates to refuse admission to any girl committed, but the lack of accommodation makes it impossible to meet all the demands. Then again, it is very important that the girls be segregated. This is impossible under existing conditions.

When the school was erected it was regarded as being more or less in the country. There was also free access to the lake front, which was utilized for outings. But now population has spread around the institution, and the lake is shut off.

It is believed that the present property which is owned by the Industrial School Association is quite valuable, owing to the large amount of gravel which it contains and also its close proximity to the City of Toronto. The revenue which has been derived from it has been the means of carrying on the work of the school without going into debt, notwithstanding the small allowances received from the Government and the municipalities which alone would be quite inadequate for support.

The Commission is strongly of the opinion that the present situation does not permit of the best results being obtained. It is, therefore, suggested that the Alexandra Industrial School for Girls should be removed to a better site some little distance from the city, of say approximately 50 to 100 acres, on the lake front, if possible; and that there be erected modern buildings of a modest type sufficiently large to take care of the increasing numbers which are committed to this school; and that financial aid toward this end should be given by the Government.

#### ST. MARY'S INDUSTRIAL SCHOOL AND THE GOOD SHEPHERD REFUGE, TORONTO

St. Mary's Industrial School for delinquent girls, Roman Catholic, committed under 16 years of age, and the Good Shepherd Refuge for Women Offenders, Roman Catholic, are good institutions, well managed by the Sisters of Charity. Situated in a closely built area in Toronto, in one group of buildings, the institutions have not the advantage of much ground, about three acres, but otherwise are good.

In the School for delinquent girls, accommodation about 65, the inmates are well classified according to age, well separated in all desirable respects, well schooled, and the elder ones kept usefully occupied in addition.

To this school, the Government pays fifty cents per day per inmate. The municipality from which the girl comes pays fifty cents.

The part in which women are detained, the Good Shepherd Refuge, usually known as the Home of the Good Shepherd, with about 35 inmates, is kept strictly apart from the part for girls. The inmates are usefully occupied.

It is an anomaly, as in the Industrial Refuge for Women, Belmont Street, Toronto, that the institution is only allowed 10 cents per day for women offenders detained there. The institution should be allowed the same support for these as is allowed for juvenile offenders.

#### THE INDUSTRIAL REFUGE FOR YOUNG WOMEN, BELMONT STREET, TORONTO

Belmont Street Refuge for Young Women beyond 16 years of age, is the property of a private society, as is the Alexandra School. It operates on the same plan as the Alexandra School, except that it takes only girls too old for Alexandra, namely, over 16 years at commitment, and that it receives only ten cents per head from the Government, whereas the Alexandra gets fifty cents. There is accommodation for 90.

Like the Alexandra School, the Belmont Street Refuge is a good institution in many respects. It receives ten cents a day per inmate from the Government, and fifty cents a day from the municipality from which the inmate comes. These grants would be quite insufficient for support. The salvation in the Belmont case is a profitable laundry. We think that the Government allowance should be fifty cents per head as in the Alexandra School.

In some respects the Belmont Street Refuge is less fortunate than the Alexandra School. It has limited ground. It is obliged to have dormitories instead of single bedrooms. These drawbacks are unavoidable owing to the age, the structure and the city position of the building. Otherwise the Refuge deserves the same praise as the Alexandra School.

Among those committed to the Belmont Refuge are girls and women of defective mentality. Some remain indefinitely because there is no other place to put them. This is a wrong to the institution; a drawback on all counts.

The Belmont Street Refuge is in the heart of the city with very limited ground. It is as good an institution as an old building in such a position could be. The management, we think, does the best that can be done, and with the money earned by laundry work, maintains the place most creditably.

An ideal place would be an institution as well managed as the Belmont Street Refuge under such conditions as the following:—

#### I. BUILDING:

##### (a) Separate Bedrooms.

Under dormitory conditions there is no provision whatever for an inmate having opportunity to be alone. This is felt to be a great hindrance to her development. The girls themselves often speak of this and feel the need of a quiet place to think their problems through.

##### (b) School rooms for academic work.

##### (c) School rooms for domestic science and other vocational work.

##### (d) Gymnasium with showers.

#### II. GROUNDS:

The Institution should be outside the city limits with sufficient room for playgrounds, flower gardens, kitchen gardens large enough to supply vocational work for those who enjoy gardening.

#### III. PAROLE:

There should be provision for a period of parole after a girl has served her sentence.

#### THE BOYS' TRAINING SCHOOL, BOWMANVILLE

Bowmanville Training School for Boys (not of the backward or delinquent classes) is a fine school. There is pressure for accommodation with ample territory for extended usefulness.

The Commission recommends that two cottages be added.

#### PAROLE FROM INDUSTRIAL SCHOOLS

An unsatisfactory state of affairs exists at present in regard to parole of boys or girls from the Industrial Schools. In some cases no provision for parole exists. At present, the responsibility of parole is exercised by the local management. Your Commission thinks there should be an independent



and well-qualified authority. The Ontario Board of Parole has power to act, but it does not do so because under the terms of various statutes, three other authorities have power to act, namely, the Local Board, a Judge and the Provincial Secretary, so the Parole Board prefers to keep out.

We think the whole question of parole from the Industrial Schools should be overhauled and made consistent and systematic.

### THE JAILS

The Jails of the Province offer, as already said, a most difficult problem. There are 47 jails, all unsatisfactory.

The law says prisoners must work—but few do work. These have usually only part-time occupation in domestic work or odd jobs inside the walls.

Strict and frequent Government inspection with insistence upon certain vital requirements would do something to improve present conditions. Present inspection seems to be ineffectual. Barring a visit once a year from a Government Inspector, inspection is left to the sheriffs or grand juries. This is often a matter of form.

The vital requirements are these:—

1. Work should be insisted on.
2. Construction of the jail should be such as to permit separation of various ages and classes of offenders.
3. Cells should be a decent size. About half in the Province are 3 feet wide.
4. There should be lights in the cells. Four jails out of 47 have them now.
5. There should be ample provision for cleanliness.
6. There should be considerable ground around the jails.

The great majority of the present Jails of the Province cannot possibly meet these requirements. They are too small.

Obviously, instead of many small Jails, there should be a few larger ones, which could meet the requirements outlined.

Legislation already provides for two or more counties or municipalities uniting to establish or support a Jail, but the legislation has not been taken advantage of.

No new small Jail should be allowed by the Government. In these days of motor cars transfers are easy.

Government pressure should be exercised to abolish existing smaller Jails, and compel improvement of the larger. This can be done simply by the withholding of the Government grant.

A radical solution of the Jail problem would be for the Government to take over the Jail responsibility, abolish all the present Jails, and substitute half-a-dozen under Government management, charging to each municipality the cost of prisoners coming from that municipality. This would certainly cost most of the municipalities less than they find the cost at present.

For temporary local accommodation of most persons who may be arrested, most of the present municipalities with Jails also have lock-ups—which should be rigidly inspected, but are not.

### THE PROBLEM OF DELINQUENT DEFECTIVES

At present every Corrective Institution in the Province for male or female, for old or young, contains a proportion of delinquents who are more or less seriously defective mentally. The Commission urges that there should be a special institution to detain these. They interfere seriously in every case with the advantageous management of the institutions in which they appear, particularly of the Schools for Juvenile Delinquents.

As suggested in the remarks on the Mimico School, the problem might be met by utilizing that place for the detention of delinquent defectives, while establishing a new school for normal boys.

## ADDITIONAL INDUSTRIAL SCHOOL

The Christian Brothers are prepared to establish at their own expense an Industrial School in the eastern part of the Province for delinquent boys, if guaranteed the same public support for operation as the St. John's School in Toronto.

As St. John's is overcrowded, your Commission advises the acceptance of this offer provided the plans are satisfactory to the Government.

## GENERALLY AS TO THE INDUSTRIAL SCHOOLS

Generally as to the Industrial Schools (Victoria Industrial, St. John's, St. Mary's and Alexandra) the following considerations apply:—

1. What would appear to be a direct public responsibility—the care of committed youthful offenders—has been left to private endeavour, with small maintenance grants only from public funds. There has been insufficient allowance for capital expenditure, equipment, and expansion.
2. The schools are overcrowded and understaffed.
3. There has been, in most, inability to develop proper occupational work, or vocational training.
4. Defective delinquents have been crowded into the ordinary units with other children.
5. Segregation of groups and classes has been impossible.
6. Government inspection has been perfunctory, and of little help.
7. Courts have been free to commit to the schools, without any adequate co-operation, or supplying of detailed social histories, that would enable the schools to know their cases.
8. Guardianship, discharge and release conditions have not been properly organized. The Court committing, the School, and the Superintendent of Neglected Children have all claimed to exercise guardianship rights and control over these delinquents.
9. Parole, and release on condition, as well as field service, with the delinquent's family, have been ill-organized, or entirely neglected, with the result that much of the work in the schools has been undone when the boy or girl was discharged into the community.
10. These services for the whole Province have been too much centralized in and about Toronto.

While our individual reports deal with the individual schools, we respectfully submit the following general recommendations, applicable to the whole question of proper standard of care for the delinquent boy and girl in Ontario:—

1. That, however delegated, the responsibility of care for youthful offenders definitely committed through the Courts, remain a charge upon the Public Authority. To this end, it is incumbent upon the Public Authority either directly to provide such services, or to require that any services so utilized conform to standards set and definitely supervised by the Provincial Authority.
2. That since it is the desire of the Roman Catholic community that youthful offenders of that faith be cared for by the religious communities, and since the plant in both groups is satisfactory, the present arrangements in St. John's and St. Mary's Schools be continued, but that such occupational and other requisites as may be deemed necessary to bring the service up to standard, be provided, under Government supervision and with maintenance rates equitably adjusted.
3. That since the plants of the Alexandra and the Mimico Schools and the Industrial Refuge, Belmont Street, Toronto, seem to be outgrown for their present purposes, and replacement costs an impossible burden on private funds, that these institutions be removed to better sites and financial aid toward this end should be given by the Government.
4. That the present plant of the Victoria Industrial School at Mimico be converted into a special institution handling only the defective delinquent.
5. That the institutional period be definitely regarded as something to be reduced to the minimum; that, therefore, parole and conditional release be energetically developed.
6. That, to this end, a field service be attached to each school handling work with the delinquents' homes, creating proper re-establishment conditions, assuring employment, and supervising on release.
7. That the Attorney-General's Department be asked to clarify the guardianship powers over delinquents in care, as among the court, the school, the Superintendent of Neglected and Dependent Children, and the parent or guardian, and that at the same time the powers of guardianship conferred upon the Board of the Boys' Training School, Bowmanville, be considered.



8. In the matter of guardianship it is recommended that transfer of guardianship be subject to the approval of the Department of the Government under which such matters come, and that the legislation be so framed that there is no possibility of a minor finding himself without a guardian.
9. That the pre-delinquency assistance, and re-establishment assistance that can be given by voluntary groups, such as the Big Brother and Big Sister Associations, etc., should be more widely recognized and employed.

#### SUMMARY

Your Commissioners beg finally to recommend in brief:—

1. That the general courts should endeavour to make as much use as possible of suspended sentence and probation, and should be aided by Probation Officers.

2. That the Government should insist on full-time hard labor for convicted prisoners. Where this is not the rule in any Jail, the Government grant should be withheld.

3. That the Government should insist on provision in every Jail for strict separation of repeaters from first-time offenders. Where a Jail does not permit of this, or it is not done, the Government grant should be withheld.

4. That no new Jail should be permitted in the Province, except with ample provision for the separation of those committed, from offenders, and various classes of offenders from each other, and it should have ample ground around it.

5. That a prisoner sentenced to a Reformatory or an Industrial School should not be kept in Jail more than a day or two beyond his conviction. He is likely to be an offender who will corrupt others in the Jails.

6. That the Ontario Reformatory, Guelph, should be used for first offenders; the Industrial Farm, Burwash, for repeaters or extreme cases.

7. That Burwash should have a motor road to Sudbury. There should be better dormitory accommodation, but any additional construction should be on the cell system.

8. That more short term offenders should be moved to Mimico Clay Plant and more accommodation provided there.

9. That the Victoria Industrial School at Mimico should be used only for delinquent defectives, and replaced by a better school elsewhere for normal boys.

10. That the Mercer Reformatory for Women should be removed to Concord or elsewhere.

11. That the Industrial Farms at Langstaff and at Concord should be taken over entirely by the Government.

12. That better occupational equipment should be provided in all the Industrial Schools.

13. That delinquent defectives should be removed from and kept out of all the Reformatories and Industrial Schools.

14. That the Alexandra Industrial School for Girls, Toronto, and the Industrial Refuge for Females, Belmont Street, Toronto, should be removed to a better site, and that financial aid toward this end should be given by the Government.

15. That the Industrial Refuge for Women, Belmont Street, the Home of the Good Shepherd, Toronto, and similar institutions anywhere in which are detained delinquent women, should be in the same position in reference to financial assistance from the Government as the Industrial Schools for Juveniles.

16. That the Boys' Training School, Bowmanville, should be enlarged.

17. That the Christian Brothers should be authorized to establish under proper plans an Industrial School in the eastern part of the Province.

18. That the whole system of operation of the Industrial Schools and of parole from them should be systematized as suggested in foregoing pages.





SECTION VIII.

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GENERAL SURVEY  
OF INSTITUTIONS

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RECOMMENDATIONS

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COST





## VIII.—GENERAL SURVEY OF INSTITUTIONS —RECOMMENDATIONS—COST

### COST OF INSTITUTIONAL IMPROVEMENT

The capital cost of the institutional improvements which are suggested in the foregoing reports would come to an amount of between twenty and twenty-five million dollars (\$20,000,000 to \$25,000,000).

The Specific recommendations include the following:—

New Mental Hospital in Northern Ontario.....	\$3,350,000
Two Vocational Schools.....	6,300,000
Half cost of New Sanitorium for Tuberculosis.....	525,000
New expenditure at the Ontario Hospital, Orillia.....	800,000
Additional accommodation for sane epileptic children at Woodstock.....	400,000
Institution for the criminal insane.....	300,000
Replacement of the Victoria Industrial School, Mimico....	1,065,000
Replacement of the Alexandra Industrial School.....	770,000
Replacement of the Industrial Refuge, Belmont St., Toronto	577,500
Nurses' Home at Brockville.....	147,000
Cottages at the Boys' Training School, Bowmanville.....	105,000
Rebuilding of the Ontario Hospital, London.....	4,590,000
Hospital and School for Handicapped Children.....	770,000
Aid to give special Hospital Wards for Alcoholics and Drug Addicts.....	300,000
	\$19,999,500

The above expenditures we believe to be absolutely and immediately desirable. In addition, the following expenditures are extremely desirable, unless the object arrived at can be attained in an alternative way:

1. A Provincial Psychiatric Hospital. Establishment and equipment of this, for even only 100 beds for adults and 25 beds for children, and including utilization of the present Toronto institution, would probably cost one million dollars (\$1,000,000.) The alternative is special aid to establish psychiatric schools or departments in the universities and in the larger hospitals.

2. A Provincial Cancer Hospital, which would cost from one to two million dollars (\$1,000,000 to \$2,000,000), according to accommodation. The alternative is special aid to cancer research in the universities, and for special cancer wards in the larger General Hospitals.

3. We venture to think that the Ontario Hospital, London, should be entirely replaced, which would mean an expenditure of four million five hundred and ninety thousand dollars (\$4,590,000) instead of the eight hundred thousand dollars (\$800,000) which is necessary to patch it up.

4. The placing of the Industrial Farms at Langstaff and Concord under Government control.

5. A large immediate expenditure is desirable to improve the occupational equipment of practically all the Hospitals, Charitable and Corrective Institutions, and to make many minor improvements which have been suggested in our Report.

None of the estimates of expenditure for new institutions takes account of cost of land.

Let it be said, bluntly, too, that as to capital expenditure, the suggestions made in this Report should not be interpreted as calculated on the future needs of the Province. They are not. They are assertions of present need. If every new institution or construction spoken of were in existence tomorrow, all of the accommodation could be filled up next day. There would be proper call for a further programme of construction each year to cope with the inescapable need of the growing population of the Province. The State

of New Jersey, which a decade ago was quite as advanced as the Province of Ontario in its Corrective and Mental Institutions, has during the past six years spent seventeen million dollars (\$17,000,000) of capital expenditure upon construction or improvement, where Ontario has spent little, and New Jersey continues to carry a state tax for purposes of capital expenditure only (not operation) which gives an annual amount of nearly four million dollars (\$4,000,000). New Jersey has only slightly more population than Ontario. It does not cover one-tenth as much ground. Ontario need not shrink from doing much more than it has done recently to meet its human problem. The State of Pennsylvania has this year made appropriations of \$16,000,000 for capital expenditure during the current five years 1927-1931.

With such suggestions as we make carried out in Ontario, as to capital expenditure, there would be, of course, a large increase in operating expenditure, not merely owing to the necessary staffs and maintenance of new institutions, but in such increases as the following in connection with present institutions:

1. Increased cost of General Hospitals.
2. Better staffed Mental Hospitals.
3. Employment of trained Social Workers.
4. Preventive Clinics.
5. Better supported Children's Aid Societies.
6. Social Science Schools at the Universities.

Naturally an aim prevails in the operating departments of any Government to limit expenditure of public money. Such economy can be simply achieved in connection with Reformatories and Mental Hospitals, by discouraging increases of staff and by holding over action in regard to suggestions of new equipment for treatment or work, or for expansion of any kind. This may not really be economy. There should be a good direct return for good occupational equipment; but in any case, when it is considered that a single law-breaker reformed, or a single hospital case more rapidly improved, or a backward child qualified to earn a living, means a lessening of public burden, there may be real economy in wise expenditure.

The Commission has laid stress on the desirability of steps to ascertain the extent of backward childhood and handicapped childhood, and to promote preventive clinics in connection with physical and mental disease. Both these matters are stressed by all qualified observers in the Province and by action already taken by the Provincial Government. In this connection the following queries deserve consideration, seeing that all the remedial institutions of the Province are already overcrowded.

A "Child Survey" of the Province which is advocated may reveal thousands more of backward children than are already known. Many will be found hopelessly defective. What can be done with them? The only Provincial institution, Orillia, has 1,100 on the waiting list now.

The same survey will reveal a great number of backward children capable of improvement. Where can they be improved? Beyond the Auxiliary Classes in the Public Schools in the larger cities, there is nowhere they can go.

Clinics for mental trouble will discover many who need hospital treatment. Where can they go? The Mental Hospitals are overcrowded.

Clinics to prevent tuberculosis will show many who should have institutional treatment. Where can they be put? The Sanatoria are overcrowded and understaffed.

The use of Juvenile Courts with extended humane use of indeterminate sentences, will call for more accommodation in reformatory institutions. Where are these institutions? The present ones are overcrowded and insufficiently equipped.

There should be better classification and segregation of sentenced law-breakers, old and young. How can that be done when present institutions are overcrowded and poorly constructed?

Can Ontario afford such expenditure as is suggested?

Ontario in the past two decades has invested three hundred and fifty million dollars (\$350,000,000) in its Hydro-Electric enterprise.

Ontario since 1909 has spent two hundred million dollars (\$200,000,000) on good roads (outside of the cities and of Northern Ontario).

Ontario in comparatively recent years has put nearly fifty million dollars (\$50,000,000) into railway construction.

Better Hospitals, Training Schools and Reformatories will not give much direct revenue—but they can repay in a different way.

#### ADDITIONAL COST OF OPERATION

The capital cost of new construction and equipment must be looked at, of course, as a matter of annual burden.

Capital expenditure of twenty-five million dollars (\$25,000,000) would mean, roughly, an annual cost of one and a quarter million dollars (\$1,250,000).

The working cost of the institutions of the Province would be increased by from a million to a million and a half (\$1,000,000 to \$1,500,000).

Present annual cost to the Provincial Treasury of all the services and agencies dealt with in the Report of your Commission aggregates about eight million dollars (\$8,000,000).

In other words, we recommend an increase of about twenty-five per cent. in Government expenditure for Social Welfare.

The following is an estimate of the expenditure needed to build and equip the institutions named. Cost of land is not included.

Any change in market conditions or any radical departure from that which is now considered proper construction, will cause variation in costs.

The purpose has been to place an estimate upon that which will place the institutions of the Province of Ontario among the best.

Conditions in the Province of Ontario vary from those of the large urban centre to the sparsely settled districts in which the population is not sufficient to provide locally for the needs of certain members. Consideration has been given to the needs of the newer and the more sparsely settled areas.

Provision is made also for opportunity for research to the end that assistance may be given in discovery and in treatment.

Detailed figures for our estimate follow:—



## NEW CONSTRUCTION AND EQUIPMENT

Institution	No. of beds	Cost per bed	Capital cost so estimated	Additional capital outlay	Total capital cost
New Sanatorium.....	300	\$3,500	\$525,000	Equipm't excluded	\$525,000
Cancer Hospital.....	100	10,000	\$1,000,000	*200,000	1,200,000
Crippled Children.....	200	3,500	700,000	70,000	770,000
Orillia Hospital.....	300	.....	705,000	125,000	830,000
Two Vocational Schools.....	2,000	2,800	5,600,000	700,000	6,300,000
Northern Mental Hospital.....	1,000	3,000	3,000,000	350,000	3,350,000
London Hospital.....	1,500	3,000	4,500,000	90,000	4,590,000
Woodstock Epileptic (for children), an addition.....	200	1,650	330,000	70,000	400,000
For Alcoholics and Drug Addicts.....	152	.....	275,000	25,000	300,000
For the Criminal Insane, an addition.....	152	.....	275,000	25,000	300,000
Nurses' Home, Brockville, an addition.....	.....	.....	129,000	18,000	147,000
Psychiatric Hospital.....	125	.....	1,000,000	Equipm't included	1,000,000
Industrial Farms (Langstaff and Con- cord).....	330	.....	.....	.....	1,000,000
Industrial Refuge for Females.....	150	3,500	525,000	52,500	577,500
Alexandra Industrial School.....	200	3,500	700,000	70,000	770,000
The Boys' Training School, Bowman- ville, 2 Cottages (addition).....	72	.....	90,000	15,000	105,000
New School for Delinquent Boys.....	300	3,200	960,000	105,000	1,065,000
Total (Estimated) Capital Cost.....	.....	.....	.....	.....	\$23,229,500

\*(Cancer Hospital)—This \$200,000 is for radium. The cost of equipment is included in the \$1,000,000.

## ADDITIONAL COST OF MAINTENANCE

1. NEW SANATORIUM. 75 per cent. of the Grant to the Weston Sanatorium.....	\$70,000 00
2. CANCER HOSPITAL. Possible increase.....	225,000 00
3. CRIPPLED CHILDREN (AT ORILLIA RATE). 25 per cent. of 200 x 365 x 81c.....	14,782 00
4. ORILLIA HOSPITAL (AT 1929 RATE). 300 x 365 x 81c.....	88,695 00
5. TWO VOCATIONAL SCHOOLS (AT ORILLIA RATE). 25 per cent. of 2,000 x 365 x 81c.....	147,825 00
6. NORTHERN MENTAL HOSPITAL (AT WHITBY RATE). 1,000 x 365 x 91c.....	332,150 00
7. LONDON HOSPITAL (AT 1929 RATE). 300 x 365 x 84c.....	91,980 00
8. SANE EPILEPTIC CHILDREN, WOODSTOCK (AT 1929 RATE). 200 x 365 x \$1.04.....	75,920 00
9. ALCOHOLICS AND DRUG ADDICTS (AT MIMICO RATE). 152 x 365 x \$1.40.....	77,672 00
10. The Criminal Insane (no addition except heating.)	
11. Nurses' Home, Brockville (cost of heating, etc.)	
12. PSYCHIATRIC HOSPITAL. 25 per cent. of 125 x 365 x \$5.26.....	59,996 88
13. LANGSTAFF AND CONCORD (AT LANGSTAFF RATE). 25 per cent. of 331 x 365 x \$1.60.....	48,180 00
14. THE INDUSTRIAL REFUGE FOR FEMALES (AT PRESENT RATE). 25 per cent. of 150 x 365 x \$1.58.....	21,626 25
15. THE ALEXANDRA INDUSTRIAL SCHOOL (PRESENT SCHOOL RATE). 25 per cent. of 200 x 365 x \$1.00.....	18,250 00
16. THE BOYS' TRAINING SCHOOL (BOWMANVILLE). 25 per cent. of 72 x 365 x \$1.52.....	9,886 40
17. NEW SCHOOL FOR DELINQUENT BOYS. 25 per cent. of 300 x 365 x \$1.00.....	27,375 00
Total.....	\$1,309,338 53

The view of the Commission is that all institutions included in this Report, except Hospitals for Mental Disease, for Mental Deficiency and for Epilepsy should, in so far as the non-pay person is concerned, be supported by the Government of the Province paying twenty-five per cent. of the Cost of Maintenance and the municipality paying seventy-five per cent. of the cost. This view has been kept in mind in compiling the additional cost of maintenance.

Several sums of money are included in the additional cost of maintenance which are now paid by the Government, for instance, the ten cents per inmate per day paid the Industrial Refuge, Belmont Street, and the fifty cents per inmate per day paid the Industrial Schools, and payments now made toward the care of inmates of the Industrial Farms at Langstaff and at Concord are also included.

The additional payment recommended for the care of inmates of the Home of the Good Shepherd, Toronto, is not included.

The reduction in the additional cost of maintenance, due to the foregoing, would possibly be \$170,000. \$1,200,000 has been accepted as an estimate of the additional amount needed annually for the maintenance of the institutions mentioned on the previous page.

Detailed statement concerning estimates follows.

## I. THE PROPOSED NEW SANATORIUM

The recommendation of the Commission is that the Government of the Province pay one-half of the capital cost of the approved construction.

### THE ESTIMATE OF THE CAPITAL COST

Dr. R. E. Wodehouse, Executive Secretary of the Canadian Tuberculosis Association: \$2,000 a bed, nothing less.

Colonel I. Leonard, President of the Board of Directors of the Queen Alexandra Sanatorium, London: \$2,200 a bed.

Mr. G. A. Reid, Secretary of the National Sanatorium Association: \$2,500 to \$3,000 asked for new sanatorium.

Dr. W. B. Kendall, Physician-in-Charge, Essex County Sanatorium, Sandwich: \$2,400 a bed.

Dr. J. Sheehan, Chairman of the Board of Governors of the Niagara Peninsula Sanatorium: About \$3,000 asked.

### SIZE OF SANATORIUM

Dr. M. R. Graham, of the Essex County Sanatorium, stated that a sanatorium should have not less than 100 beds and not more than 500, preferably 200 to 300.

We have accepted 300 beds as the basis and \$2,500 a bed as the cost.

Mr. G. N. Williams, Architect of the Department of the Provincial Secretary, thinks this amount is not sufficient to carry the complement of buildings. He states that \$1,000 a bed should be added to provide for heating plant, etc.

This means the cost per bed would be \$3,500.

The Capital Cost of the proposed new sanatorium would be  $3,500 \times 300$  —\$1,050,000.

The Government's share would be \$525,000.

## THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE.

The Toronto Hospital for Consumptives, Weston, has 399 beds and it received, according to the 1929 Report, \$90,102.75, from Provincial Government grants.

Using this as the basis, it is estimated that the Government grants to the proposed new sanatorium would be approximately \$70,000.00.

NOTE.—The annual cost of maintenance refers only to the cost to the Government of the Province.

## II. CANCER HOSPITAL

*The Estimate of the Capital Cost*

Dr. Harvey Agnew the Secretary of the Department of Hospital Services of the Canadian Medical Association, states:—

1. That a cancer hospital of 100 beds (with heating plant, etc., for 150 beds) could be constructed and equipped (exclusive of radium), for \$1,000,000.
2. That the addition for 50 beds could be put on for \$2,000 a bed.
3. That a larger hospital would not be needed.

Dr. Agnew says:—

1. That at the present death rate from cancer, seven per cent. of our 2,300,000 people will die of cancer. This means that 231,000 people are, or will be, directly interested.
2. That "Early Diagnostic Clinics" might be established to permit cheaper and more exact diagnosis.

## RADIUM

Ontario, like Manitoba and Saskatchewan, might reasonably make a purchase of radium. Dr. Agnew recommends an appropriation of \$200,000 as sufficient for provincial need.

The estimate of the annual cost of maintenance has been placed at \$225,000.

## III. THE SCHOOL FOR CRIPPLED CHILDREN

The estimate of the capital cost of a residential school for 200 children:—

200 beds at \$3,500 a bed.....	\$700,000
Equipment, 200 x \$350.....	70,000
Total Estimated Capital Cost.....	\$770,000

This should provide a residential school with all the equipment necessary to train physically handicapped children to take their place in society as producers.

## THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE

The basis of computation is that the Government will pay twenty-five per cent. of the cost of maintenance.

The 1929 rate of the Ontario Hospital, Orillia, has been accepted.

The cost would be twenty-five per cent. of 200 x 365 x 81 cents, which equals \$14,782.50.



#### IV. ENLARGEMENT OF THE ONTARIO HOSPITAL FOR MENTAL DEFECTIVES, ORILLIA

The estimate of the capital cost:—

1. School for 500 children.....	\$75,000
2.*New Nurses' Home—80 nurses at \$1,500.....	120,000
Equipment—80 nurses at \$250.....	20,000
3.*Boys' Section—150 children.....	190,000
Equipment, 150 x \$350.....	52,500
4. Girls' Section—150 children.....	190,000
Equipment, 150 x \$350.....	52,500
5. Block for attendants.....	75,000
6. Firehall.....	25,000
7. Tunnels and alterations, \$25,000 to \$30,000.....	30,000
Total Estimated Capital Cost.....	\$830,000

\*In process of building.

This provides for 300 children—80 nurses and 50 attendants.

These figures were put together after discussion with Mr. G. N. Williams, Architect of the Department of the Provincial Secretary.

#### THE ESTIMATED ADDITIONAL ANNUAL COST OF MAINTENANCE

The 1929 rate of this hospital has been accepted as the basis.

The cost would be  $300 \times 365 \times 81$  cents, which equals \$88,695.00.

#### V. TWO VOCATIONAL SCHOOLS FOR BACKWARD CHILDREN

The estimate of the capital cost:—

1. Dr. George L. Wallace, Superintendent of Wrentham School for Mental Defectives, Wrentham, Massachusetts, said, "Wrentham, with population of 1,430 cost less than \$1,500,000—\$1,000 a bed.

He thought the cost would be \$2,000 now.

2. Mr. G. N. Williams estimates at \$2,800 for a 1,000 bed exit and equipment at \$350 a bed.

We assume then there would be two 1,000 bed units, and have used the \$2,800 basis.

Cost of Building— $2 \times 1,000 \times \$2,800$ .....	\$5,600,000
Cost of Equipment— $2 \times 1,000 \times \$350$ .....	700,000
	<hr/> \$6,300,000

The estimate of the cost of maintenance:—

The 1929 rate of the Ontario Hospital, Orillia, has been accepted as the basis.

The estimate is based upon the paying by the Government of twenty-five per cent. of the cost of maintenance.

The cost would be twenty-five per cent. of  $2 \times 1,000 \times 365 \times 81$  cents, which equals \$147,825.00.

#### VI. THE MENTAL HOSPITALS FOR NORTHERN ONTARIO

##### THE ESTIMATE OF THE CAPITAL COST

There are at present over 600 patients from the northern districts in hospitals for the insane in southern Ontario.

The estimate is based upon the construction of a 1,000 bed hospital:

Cost of Building—1,000 x \$3,000.....	\$3,000,000
Cost of Equipment—1,000 x \$350.....	350,000
Total Estimated Capital Cost.....	<u>\$3,350,000</u>

#### THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE.

This is based upon the 1929 rate of the Ontario Hospital, Whitby.

The cost of maintenance would be 1,000 x 365 x 91 cents, which equals \$332,150.00.

### VII. THE ONTARIO HOSPITAL, LONDON

#### THE ESTIMATE OF THE CAPITAL COST

Plans for the reconstruction of this hospital are prepared. The reconstruction includes the replacement of the present sewage system. The estimated cost of reconstruction is \$800,000.

The Commission recommends rebuilding.

The following estimate is based upon the carrying out of the recommendation of the Commission and the increasing of the accommodation by provision for 300 patients in addition to the number now provided for. The hospital would then have accommodation for 1,500 patients,

The cost of building would be 1,500 x \$3,000.....	\$4,500,000
The cost of equipment would be 300 x \$300.....	90,000
Total Capital Cost would be.....	<u>\$4,590,000</u>

#### THE ESTIMATE OF THE ADDITIONAL ANNUAL COST OF MAINTENANCE.

The estimate calls for 300 additional beds and is based upon the 1929 rate of the Ontario Hospital, London.

The additional annual cost of maintenance would be 300 x 365 x 84 cents—\$91,980.00.

### VIII. THE ADDITION FOR SANE EPILEPTIC CHILDREN TO THE ONTARIO HOSPITAL, WOODSTOCK

#### THE ESTIMATE OF THE CAPITAL COST

Mr. G. N. Williams, Architect of the Department of the Provincial Secretary, estimates that a new unit with a school for 300 children will cost \$2,500 a bed and \$350 a bed for equipment.

We have chosen to take a cost of \$1,650 a bed plus \$350 a bed for equipment, or \$2,000 in all.

The estimate has been based upon providing accommodation for 200 children.

The estimated capital cost of buildings, 200 x \$1,650.....	\$330,000
The estimated cost of equipment is 200 x \$350.....	70,000
Total Estimated Capital Cost.....	<u>\$400,000</u>

#### THE ESTIMATE OF THE ADDITIONAL ANNUAL COST OF MAINTENANCE

This estimate is based upon the 1929 rate of the Ontario Hospital, Woodstock.

The additional annual cost of maintenance would be 200 x 365 x \$1.04—\$75,920.00.

## IX. SPECIAL WARDS IN TWO MENTAL HOSPITALS, FOR ALCOHOLICS AND DRUG ADDICTS

### THE ESTIMATE OF THE CAPITAL COST

The same figures have been used as those for "Accommodation for the Criminal Insane."

The capital cost is placed at \$300,000.

### THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE

The estimate is based on the 1929 rate of the Ontario Hospital, Mimico, and makes provision for 152 patients.

The cost of maintenance would be  $152 \times 365 \times \$1.40 = \$77,672.00$ .

## X. ACCOMMODATION FOR THE CRIMINAL INSANE

### THE ESTIMATE OF THE CAPITAL COST

The estimated cost of a section at the Ontario Hospital, Mimico, to care for 152 patients, is:—

Cost of building.....	\$250,000
Cost of tunnel.....	25,000
Cost of equipment.....	25,000
Total Estimated Capital Cost.....	\$300,000

It is stated that the boiler house and the tunnels at the Ontario Hospital, Mimico, need reconstruction.

The estimate of the cost of such reconstruction is \$150,000.

## XI. THE NURSES' HOME, BROCKVILLE

### THE ESTIMATE OF THE CAPITAL COST

Plans for this have been drawn.

Cost of Nurses' Home for 72 nurses.....	\$119,000
Cost of equipment—72 x \$250.....	18,000
Cost of tunnels and alterations.....	10,000
Total Estimated Capital Cost.....	\$147,000

The estimate of the annual cost of maintenance is not shown as the nurses attached to the institution are now being maintained.

## XII. THE PSYCHIATRIC HOSPITAL

### THE ESTIMATE OF THE CAPITAL COST

Dr. C. B. Farrar, the Superintendent of the Psychiatric Hospital, Toronto, says that the Psychiatric Hospital, Toronto, cost \$450,000.

A hospital for 100 adult patients and for twenty-five children should be provided.

It is estimated that \$1,000,000 would provide a good hospital and make suitable provision for research.

### THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE

The estimate is based upon the recent rate of cost per patient per day in the Psychiatric Hospital, Toronto, and is also based upon the Government of the Province paying twenty-five per cent. of the cost of maintenance.

The annual cost of maintenance would be twenty-five per cent. of  $125 \times 365 \times \$5.26 = \$59,996.88$ .



## XIII. THE INDUSTRIAL FARM FOR MALES, LANGSTAFF

AND

## THE INDUSTRIAL FARM FOR FEMALES, CONCORD

## THE ESTIMATE OF THE CAPITAL COST

The Commission recommends the placing of these two farms under Government control.

The estimated capital cost is \$1,000,000.

## THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE.

The estimate is based upon the Langstaff rate of recent date and is also based upon the payment by the Government of the Province of twenty-five per cent. of the cost of maintenance.

The annual cost of maintenance would be twenty-five per cent. of  $330 \times 365 \times \$1.60 = \$48,180.00$ .

## XIV. THE INDUSTRIAL REFUGE FOR FEMALES

## THE ESTIMATE OF THE CAPITAL COST

There were, at the time of our visit, 90 inmates.

This institution, along with the Home of the Good Shepherd, occupies a place between the Industrial School and the Reformatory.

As preventive measures become stressed and the follow-up work becomes more intense, institutions such as the Industrial Refuge should be fitted to care for all who need attention.

The Industrial Refuge should be built and equipped for 150 persons.

The estimated cost of the building, $150 \times \$3,500$ .....	\$525,000
The estimated cost of equipment, $150 \times \$350$ .....	52,500
Total Estimated Capital Cost.....	<u>\$577,500</u>

## THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE

The estimate is based upon the Government paying twenty-five per cent. of the cost of maintenance, and upon a cost per inmate per day reckoned at a time when the Industrial Refuge was not filled to capacity. The figures, however, are sufficiently close for the purpose of estimating.

The annual cost of maintenance to the Government of the Province would be twenty-five per cent of  $150 \times 365 \times \$1.58 = \$21,626.25$ .

There would also be additional cost of maintenance in reference to inmates of the Home of the Good Shepherd to which ten cents per inmate per day is now paid.

## XV. THE ALEXANDRA INDUSTRIAL SCHOOL FOR GIRLS

## THE ESTIMATE OF THE CAPITAL COST

At the time of our visit there were 130 inmates.

Nothing the equivalent for girls of the Boys' Training School, Bowmanville, exists.

Stress upon prevention, the existence of better follow-up work, and the absence of a similar school to Bowmanville, together with the growth due to increase in population warrant the building and equipping of a school for 200 girls:

The estimated cost of the building, $200 \times \$3,500$ .....	\$700,000
The estimated cost of equipment, $200 \times 350$ .....	70,000
Total Capital Cost.....	<u>\$770,000</u>

THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE

This is based upon the Government of the Province paying twenty-five per cent. of the cost of maintenance and upon the cost per inmate per day at the present time in the institution.

The cost of maintenance is estimated as follows: twenty-five per cent. of  $200 \times 365 \times \$1.00$ —\$18,250.00.

This expenditure would give the girls much the same opportunities which are given boys at the Boys' Training School, Bowmanville.

XVI. THE BOYS' TRAINING SCHOOL, BOWMANVILLE

THE ESTIMATE OF THE CAPITAL COST

Provision is made in the estimate for two additional cottages for thirty-six boys each.

The estimated cost of the cottages.....	\$80,000
The estimated cost of the changes in the heating plant.....	10,000
The estimated cost of additional equipment.....	15,000
Total Estimated Capital Cost.....	\$105,000

THE ESTIMATE OF THE ANNUAL ADDITIONAL COST OF MAINTENANCE

The estimate is based upon costs per inmate per day, as of recent date, and upon the Government of the Province paying twenty-five per cent. of such cost.

The annual additional cost of maintenance would be twenty-five per cent. of  $72 \times 365 \times \$1.52$ —\$9,886.40.

XVII. THE SCHOOL FOR DELINQUENT BOYS TO REPLACE THE VICTORIA INDUSTRIAL SCHOOL, MIMICO

THE ESTIMATE OF THE CAPITAL COST

The estimate is based on accommodation for 300 boys.

The estimated cost of buildings, $300 \times \$3,200$ .....	\$960,000
The estimated cost of equipment, $300 \times \$350$ .....	105,000
Total Estimated Capital Cost.....	\$1,065,000

This amount should provide buildings the equal of those at the Boys' Training School, Bowmanville. The sleeping accommodation would be in dormitories, with certain single rooms, as used at the Boys' Training School, Bowmanville, for head boys. The dormitory system of sleeping accommodation has been referred to as "questionable" in this report in the section devoted to Corrective Institutions. However, the estimate is based upon a modified dormitory system. Should another system be used, there would be a change in cost.

THE ESTIMATE OF THE ANNUAL COST OF MAINTENANCE

This estimate is based upon the Government of the Province paying twenty-five per cent. of the Cost of Maintenance and upon the cost per inmate per day, as of recent date, in the Victoria Industrial School, Mimico.

The cost of maintenance would be twenty-five per cent of  $300 \times 365 \times \$1.00$ —\$27,375.00.





SECTION IX.

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A SUGGESTED  
PUBLIC WELFARE  
DEPARTMENT



## IX.—A SUGGESTED PUBLIC WELFARE DEPARTMENT

Possibly the present Government supervision of social and corrective institutions and agencies might be strengthened by a Public Welfare Department, under a Cabinet Minister. If such a Department should seem to be feasible to the Government, or your Commissioners might venture respectfully to suggest what the nature of it might be, the impressions they have gained indicate that perhaps an organization based on such lines as the following, or anything of a corresponding nature, might be useful to deal with and co-ordinate the various activities. For instance:—

Minister of Public Welfare.

Deputy Minister.

Director (or supervisor) under the Deputy Minister at the head of each branch as follows:—

Director of Mental Hygiene, supervising the Hospitals for Mental Disease, the Schools for Defective Children, the Preventive Clinics, and follow-up work in such connections, etc.

Director to supervise psychiatry, research work, classification, etc.

Director of Child Welfare, to supervise the children's aid societies, orphanages and infants' homes and the problem of unmarried parents.

Director of Adult Relief to take care of the multifarious matters in connection with refugees, poor-houses, indigents, old age pensions, mothers' allowances, soldiers' aid, etc.

Director for Handicapped Children, the Crippled, Blind, Deaf or Dumb.

Director of the Adult Corrective Institutions (Reformatories and Jails).

Director of Juvenile Delinquency, to supervise the juvenile courts, industrial schools, etc.

Director for Supplies and Products. There should be a central bureau for business management and to purchase supplies for all provincial institutions, to promote productivity in each institution, and to see that the institutions give as much business to each other as possible in the way of inter-mutual sale, purchase, and consumption of the products of the various hospitals, reformatories, farms, jails and industrial schools.

Director of Inspection, with a staff embracing special officers and technicians of various classes. There seems much necessity that every institution receiving government money should be frequently and thoroughly visited and analysed by an independent authority; and also all such agencies as operate under government charter, even though not receiving government grants.

Your Commissioners make these suggestions merely as a basis for thought, without venturing to pretend that they are as adequate or weighty as others that might be advanced.

To have a special act of the Legislature to deal with all or any great part of such ground as outlined in the foregoing suggestions would be practically impossible. As has been previously stated, the task allotted to the Commission embraces conditions which are affected by fifty-six different existing statutes of the legislature. To attempt to gather all necessary features of these acts in more compact form would be a problem, but possibly a single Government Department to revise and utilize them all to the best advantage, would be practical.



## IN CONCLUSION

In conclusion, your Commissioners beg to record deep appreciation of the very able and very valuable services of the Secretary of the Commission, Mr. W. G. Frisby.

An audited statement of the cost of the Commission is appended showing a total expenditure of \$5,116.98. This is composed chiefly of the salaries of secretary and stenographers, and of travelling expenses.

All of which is respectfully submitted.

P. D. ROSS,  
*Chairman.*

D. M. WRIGHT,  
*Commissioner.*

J. M. McCUTCHEON,  
*Commissioner.*

Dated at the Parliament Buildings, Toronto,  
the 13th day of August, 1930.

## EXPENDITURE





THE EXPENDITURE  
OF THE  
ROYAL COMMISSION ON PUBLIC WELFARE

Salaries.....	\$3,261.78
Travelling Expenses.....	1,057.83
The King's Printer.....	551.70
Court Reporter.....	189.72
Miscellaneous.....	55.95
Total.....	\$5,116.98

T. R. JENNINGS,  
*Assistant Provincial Auditor.*

August 13, 1930.













